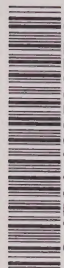


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BLIND RIVER AREA LOCAL GOVERNMENT STUDY

INTERIM REPORT
MAY 1979



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Ministry of
Intergovernmental
Affairs

416/965-3606

Queen's Park
Toronto, Ontario

**TO THE COUNCILS OF BLIND RIVER, THOMPSON AND IRON
BRIDGE AND RESIDENTS OF THE AREA:**

I am pleased to attach a copy of an interim report prepared by staff of my Ministry which discusses the present and proposed pressures and developments facing the North Channel Area over the next few years and the implications for local government boundaries, structures and services.

The study was undertaken as a result of a 1977 request from the Town of Blind River. In June 1978, the study area was expanded on local request to include the Village of Iron Bridge and surrounding unorganized territory.

This interim report is not a government proposal for the area's future municipal structures and boundaries. All of the report's recommendations are of a preliminary nature and Government action to implement them, especially the boundary changes, will only be undertaken after consultation and with the agreement of local Councils and residents. It is my hope that this report's information and analysis encourages widespread local awareness and discussion about the issues in the area.



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I am inviting, over the next two to three months, written briefs and comments about the report. These should be directed to the study officer, David Shtern, who can be reached at this address:

Local Government Organization Branch,
Ministry of Intergovernmental Affairs
5th Floor, Frost Building North
Queen's Park, Toronto,
M7A 1Y7

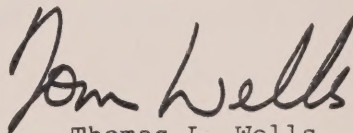
or call collect at (416) 965-6934

After this period, arrangements will be made for a series of public meetings with Councils and the general public to further assess responses to this study. A few months after the completion of the meetings, a final report will be issued. This final report also will not be a statement of Government policy; and again I will be very much guided by the views and feelings of the Councils and residents of the area.

If Councils would like to meet with Mr. Shtern to discuss the report shortly after they have had an opportunity to study it, please contact him.

Kindest regards,

Cordially,



Thomas L. Wells,
Minister.

May, 1979

I am enclosing, over the mail, two or three
copies of the report and comments on the report.
These should be directed to the study officer, David
Horton, who can be reached at this address:

David Horton, International Branch,
Ministry of International Affairs,
2nd Floor, 7000 Building West,
Queen's Park, Toronto,
Ontario M2S 1A1

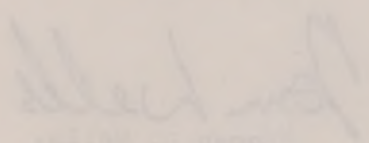
He will contact me (416) 925-6515

During this period, arrangements will be made
for a series of public meetings with Councils and the
relevant groups in British Columbia on this
subject. A few weeks after the completion of the
workshop, a final report will be issued. This final
report will not be a statement of Government
policy and again I will be very much guided by the
views and feelings of the Councils and members of the
study.

If Councils would like to meet with Mr. Horton
to discuss the report shortly after they have had an
opportunity to study it, please contact him.

Respectfully,
David Horton

cc: [illegible]



David Horton
Minister

cc: [illegible]

B L I N D R I V E R A R E A
L O C A L G O V E R N M E N T S T U D Y

- - - - -

INTERIM REPORT

MAY, 1979

Prepared by:

D.K. Martin and David Shtern
Local Government Organization Branch
Ministry of Intergovernmental Affairs

Additional copies available from:

Local Government Organization Branch,
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SUMMARY

The Blind River area may experience considerable change over the next few years from the overspill effects of the Elliot Lake mining expansion, and the possible establishment of a large Hydro centre and a uranium hexafluoride refinery. This study has been undertaken to examine the implications of these developments on the area's local government system. This interim report proposes measures which are intended to strengthen the capacity of municipal councils to deal with these and related challenges.

The first part of the report discusses each of the developments and attempts to assess their impact. While there is no certainty at this time that the Ontario Hydro and Eldorado projects will locate in the area, the mining expansion at Elliot Lake has already affected the North Channel area.

The new activity at the mines is due to the increased world demand for uranium. Projections about Elliot Lake's growth vary, but whatever the staging of development, neighbouring municipalities, like Blind River, will be affected because there is a traditional pattern of commuting from North Channel communities to jobs in the mines and because there will still be a shortage of accommodation in Elliot Lake for the next few years. According to Ministry of Housing projections, this may mean that Blind River's population will grow to 4,200 persons by 1984, an increase of 45 per cent from 1977. To accommodate this influx, the town will need approximately 435 new housing units.

The second major development that is significant for the future of the North Channel area is Eldorado's proposed uranium hexafluoride refinery. At present, Blind River and two other localities are under consideration. Now that all three sites have been declared environmentally suitable by the Environment Assessment Review Process Panel, the decision about the location of the refinery may be forthcoming from the Federal Government in the near future.

The project in Blind River will employ about 350 workers at the peak construction period; with about 240 permanent jobs. According to Ministry of Housing projections, if half of the refinery jobs are filled by outsiders, this could add some 500 people to the town's population by 1984. However, if most of the jobs go to in-migrants, then there may be 1,300 new residents in Blind River by 1984.

A North Channel Hydro generating station, which would be either coal or nuclear fuelled, possibly followed by heavy water production, has been discussed since 1974. Last year, Hydro announced it has selected the Dobie Point-Burton Islands land-block as the proposed project site, but development may be many years away because of re-examination of future electricity requirements by the Government and Hydro itself, and because both the site acquisition and development plans must proceed through lengthy Environmental Assessment reviews. Should the centre proceed, its effects will be most pronounced. A nuclear plant would require approximately 4,000 workers at the peak construction period. About 85 per cent of these workers would be migrating to the area, with Blind River and Iron Bridge bearing a major share of the impact.

The general benefits that North Channel communities may receive from the Hydro and Eldorado developments are increased sources of revenue as a result of grants-in-lieu, a stimulus to further growth and a greater economic stability. Some of the negative implications may be demands for higher levels of services, increased public-sector costs, environmental consequences and simultaneous pressures for both land development and stricter planning controls.

The middle portion of the report discusses planning and local government structures and services and analyses the potential effects in these areas.

The report's preliminary recommendations (p. 47-53) are based upon these preceding chapters and a set of principles related to effective local government. The chief recommendations are summarized below:

1. Annexations and Amalgamations

- . The Town of Blind River should eventually absorb Cobden and Striker townships. This would give Council the direct control over planning and development in the unorganized areas that it does not now possess. These annexations would also broaden the tax base of the Town and would mean that residents of unorganized areas would contribute to the costs of municipal services and facilities as well as being able to participate in the setting of local service priorities. These advantages would be most fully realized by a one-stage annexation of these unorganized areas. Another option which could be considered at this time would be to annex to Blind River the developed and developing fringe areas adjacent to the Town.
- . Thompson Township should consider amalgamating with the Village of Iron Bridge.
- . The unorganized portions of Gladstone, and Parkinson townships should eventually be annexed to the Village of Iron Bridge.
- . The unorganized portions of Bright township should be absorbed by the Village of Iron Bridge and Day and Bright Additional Township.
- . If the energy centre proceeds, a large municipal unit around the Village of Iron Bridge could be considered. This could include the present Village, Thompson and Day and Bright Additional Townships, and adjacent unorganized townships.
- . The small rural municipalities west of the Mississauga Indian Reserve to Bruce Mines should evaluate their present organization and the appropriateness of their existing boundaries.

Amalgamation and annexation procedures are discussed in Appendix A of this report. Moreover, a study to determine the potential financial effects of the proposed changes (except the last two) is now underway. This work will be completed soon and will be discussed with Councils. Revisions to these preliminary financial projections will be made on the basis of Councils' comments, and will become part of the final report.

2. Local Government Structure, Services and Planning

- . Establishment of a mechanism for inter-municipal co-operation on planning matters affecting the North Channel area.
- . If the Hydro centre and the Eldorado refinery proceed, consideration should be given to establishing a committee of provincial officials to coordinate policies in the area.
- . Increased municipal representation on Algoma boards.
- . Local municipalities should do inventories of their existing programs to determine whether services match objectives, and assess their needs for shared services and facilities.
- . Special attention should be paid to education, health and social services issues in the area, especially if the major projects go ahead.
- . Blind River Council in conjunction with the Ministry of Intergovernmental Affairs should consider undertaking a study of the staff resources required to provide services to a community of more than 5,000 people.
- . Discussions and agreements between Councils, provincial ministries, Hydro and Eldorado should concern financial assistance to municipalities and plans for employing local people in these projects.

INTRODUCTION

This is the interim report of the Blind River Area Local Government Study. The study was initiated by the former Treasurer of Ontario, W. Darcy McKeough, in the spring of 1977 in response to a request from the Town of Blind River. In June 1978, the study area was expanded on local request to include the Village of Iron Bridge and surrounding unorganized territory.

Purposes of This Report

The chief aim of this report is to set out the development pressures affecting the Blind River area and to relate them to the implications for the area's existing municipal structure, boundaries and services. The report's other specific aims are:

- . to suggest ways in which the municipal councils, on behalf of residents, might consider looking at and improving their capability to deal with local and area-wide issues.
- . to encourage an appreciation of the interrelated nature of development and communities all along the North Channel area.
- . to stimulate public awareness and discussion of the issues facing those communities.

Organization of the Report

The first sections contain discussions and analysis of the anticipated and proposed major developments facing the Study Area -- Elliot Lake mining expansion, Eldorado uranium refinery, Hydro energy centre.

The middle sections deal with the implications of these developments for planning and municipal structures and programs. These proceeding chapters are the basis of the preliminary recommendations regarding boundaries, organizations, structures and services which appear at the end of the report.

Because the suggestions for new municipal boundaries are in the form of preliminary proposals, a study to determine their financial effects has been undertaken. This work will be completed shortly and then the projections will be given to Councils for comments and suggestions for revisions.

The appendix contains explanatory notes about amalgamations and annexation procedures and background tables and maps.

The analysis and information throughout the report basically reflect the situation prevailing at the end of 1978 and the early part of 1979, although some data is included which was valid as of mid-1977 or earlier, depending on the source. A draft of this report was circulated in March 1978 to the Blind River, Thompson and Iron Bridge Councils and several Provincial agencies to ensure accuracy. Due to the rapid pace of events in the area during the last year -- the expansion of the study area, and a change to the format of the draft -- this published report differs somewhat from the earlier version.

The Study Area

The study area originally included the Blind River and Suburban Planning Area (Blind River and Cobden and Striker townships), Thompson Township, and the geographic (unorganized) townships north of Blind River within its general sphere of influence. The Council of Iron Bridge's interest prompted the expansion of the study area to include that Village and the unorganized territory to the south (parts of Bright township), north and east (remainder of Gladstone, Parkinson and Patton townships). This approximates the possible immediate impact zone of the energy centre in the Dobie Point-Burton Islands area; and it is also the western limit of the area already under development pressure from the Elliot Lake mining expansion.

Many of the maps and tables include information over a wider area. Much of the data was collected on the basis of larger areas, such as the Ministry of Natural Resources' Blind River District (Spanish to west of Thessalon) and the North Shore Board of Education's area (Spanish to Day and Bright Additional Township). This was done to illustrate the economic and organizational context in the study area, since what is happening in neighbouring communities can influence conditions in the Blind River and Iron Bridge areas.

Follow-up

This report was prepared by Provincial staff from the Ministry of Intergovernmental Affairs. At the outset, the responsibility for the study fell to David Martin. When he was assigned to work in the office of the Honourable Tom Wells, the Minister of Intergovernmental Affairs, in November 1978, this study was turned over to David Shtern.

This document, and the final report which will follow, are not and will not be, statements of Government policy. Decisions to implement these or other recommendations would only be made after consultation by the Government of Ontario with local Councils, authorities and residents of the area affected. Public and group meetings will be arranged, on request, after a 2- to 3-month period for responses has elapsed. Following this period and the meetings, a final report with definitive recommendations will be published within three months.

The Honourable Mr. Wells, in a letter dated October 26, 1978, invited local Councils to respond, if only in a preliminary way, to this Report's recommendations about boundary adjustments. If a strong local consensus exists in Blind River and Iron Bridge about annexation of specific areas of unorganized territory, it may be possible to institute these changes without waiting for the final report. The two basic methods of implementing boundary adjustments - Legislative Bill and Ontario Municipal Board hearings - are discussed in detail in Appendix A.

All comments or inquiries concerning the study and this interim report are most welcome. They may be directed to:

David Shtern,
Local Government Organization Branch,
Ministry of Intergovernmental Affairs,
5th Floor,
Frost Building North,
Queen's Park,
Toronto, Ontario
M7A 1Y7

or telephone collect at (416) 965-6934

(I) ISSUES AND PROBLEMS

(1) ELLIOT LAKE MINING EXPANSION

Major impacts are being felt by the Blind River area because of expansion in uranium mining by Rio Algom and Denison Mines in Elliot Lake. In late 1976, the Environmental Assessment Board began conducting hearings under The Environmental Assessment Act into the mining expansions. Of primary concern to some hearing participants and the Board are the rate and phasing of housing development in the immediate area, the problems of radon gas and water quality in the Serpent River system, and the management of tailings areas to protect against future contamination.

The Board's May, 1977 ruling included the following directives to the companies and Provincial ministries pertinent to this local government study:

- 1) "That the Ministry of Housing shall institute and coordinate a regional housing study in conjunction with the planning authorities in the Town of Elliot Lake and in neighbouring communities such as Blind River, Algoma Mills, Spragge, Serpent River, Spanish and others as appear necessary....".
- 2) In addition, the Ministry in concert with other agencies was asked to investigate a number of factors about the further development in Elliot Lake including:
 - (a) Potential hazards to the construction of new homes or areas where radioactive elements are present;
 - (b) Adequacy and cost of devices in existing or new homes which would maintain radioactive contaminants at a safe level;
 - (c) The cost of developing a new townsite, including servicing, roads, drainage and transportation of fill material, and to compare these costs to other communities or areas where housing may be developed.

In response to the Environmental Assessment Board's ruling the Ministry of Housing tabled a report entitled "Possibilities for Accommodating Population Growth" in September 1977. The report used the Elliot Lake consultants' projection that 4950 new housing units would be needed where in the area by 1984 to accommodate the population-related growth, for a total population increase of 19,000.

The Community Assessment Report prepared in March, 1978 by MacLaren Ltd. on behalf of the mining companies for public hearings estimated that (for 1980) the demand for accommodation would exceed supply by about 1100 units. (This included construction of approximately 900 units in two of the neighbourhoods in 1978 and 1979). However, this report stated that if any of these developments were delayed or if the mining companies accelerated their expansion plans, then the shortfall could approach 2100 units.

Ministry of Housing projections prepared in late 1978 showed a smaller supply demand gap for the immediate future than predicted by the MacLaren report. These figures suggested that the shortfall would be in the order of 640 units by 1980. However, by 1984 there would still be a demand for 350 units which the market would not have supplied.

In March 1979, the Environmental Assessment Board issued its interim report on community assessment. It noted that the projections for Elliot Lake were being continually revised downward and that it had been informed by Rio Algom that one of its mines - Milliken - would not open. But the Board recommended Provincial promotion of the development of the River as an option to living in Elliot Lake.

Other available projections which used lower household sizes (3.0 and 3.4 compared to 3.8 persons per unit for the 19,000 figure) indicated somewhat smaller increases of 13,000 and 16,000 persons, respectively.

Because of the uncertainty about the precise extent of growth in Elliot Lake, it would be appropriate for adjacent communities to also base their planning on locally controllable factors such as servicing capacity. But, whatever the staging of development in Elliot Lake, the need to provide a formidable number of housing units annually means there will be growth implications for near-by communities. This judgement is based on these observations:

- . There is an historical pattern of commuting from the North Channel area to Elliot Lake. Mine employees are commuting daily now in increasing numbers from Blind River and Iron Bridge (45 and 61 miles, respectively, from the mine sites) and Spanish (38 miles), and on weekends from as far away as Bruce Mines (92 miles west) and Sudbury (110 miles east). These workers are willing to make this trek because there are no other major employers along the North Channel.
- . There is already a shortage of housing in Elliot Lake.
- . Because of the growth limitations in Elliot Lake, some North Channel communities are experiencing growth pressures. During 1978, Blind River Council received 15 proposals for residential development.
- . The capacity of centres other than Elliot Lake to house new workers and the need for area-wide planning of services have been underestimated in the planning for Elliot Lake's expansion.

The Effect on the Blind River Area of Commuting to Elliot Lake

A number of factors are causing the considerable amount of commuting from communities outside the Town of Elliot Lake to the mines just north of the townsite:

- . New housing construction cannot keep pace with demand in Elliot Lake.
- . Residents of communities like Blind River, Spanish and other North Channel areas have for some time held jobs with the mining companies.
- . New workers in the services' sector are balking at the cost of housing in Elliot Lake. They are not eligible for the housing subsidy available to mining personnel.

Housing costs in Elliot Lake are higher than in Blind River and other North Channel communities. This differential will be maintained in the future largely because of the higher servicing costs in the proposed new housing areas.

Justified or not, fears of radon contamination in Elliot Lake make people uneasy.

Some people do not like living in a company town.

North Channel communities straddling Highway 17 offer easier access to major regional centres such as Sault Ste. Marie and Sudbury than Elliot Lake.

The significance of commuting has been verified in a number of recent studies. A planning report prepared by Hill, Macklin and Monaghan Ltd. for the Town of Elliot Lake quoted the mining companies' estimate that 17 per cent of workers resided beyond the municipality's boundaries. A draft official plan for the Town of Blind River and Urban Planning Area, prepared by Murray Jones and Associates, estimated that approximately 12 per cent of mining employees commute from Blind River. In addition, the Ministry of Housing on-site surveys at the Elliot Lake plant estimated that commuters represented about 15 per cent of the labour force. Approximately 80 per cent of this group lived in Blind River, with the rest coming from other North Channel communities.

The most recent Ministry of Housing projections for Blind River (March, 1979) take account of the lower mining company estimates of future workforce requirements. Incorporating an annual 14 per cent commuting rate for 1978, the population will decline by a percentage point a year to 8 per cent by 1984) and a service-sector growth factor, the overspill on Blind River could boost its size to 4520 persons by 1984 (Table I). This would constitute a population increase of 100 per cent over a 7-year period. Some 435 housing units would be required to accommodate this growth.

TABLE I

Blind River Population
Population Projections (Elliot Lake Overspill)

1977 - 1984

<u>Year</u>	<u>Population</u>
1977	3110
1978	3390
1979	3650
1980	3850
1981	4080
1982	4240
1983	4420
1984	<u>4520</u>
New Growth	<u>1410</u>

The likely implications of all this for the Blind River and North Channel area are:

First, there will continue to be a considerable need for housing in communities along Highway 17 for people working in Elliot Lake, particularly for those unwilling or financially unable to relocate in the present or future Elliot Lake townsites and for those in non-mine jobs unable to get subsidized housing.

Secondly, the improvement of transportation links between Blind River and Elliot Lake deserves serious consideration. A scheduled bus service from the North Channel communities to the mining sites could be a more efficient and cheaper alternative to the much discussed extension of the "Granary Lake Road" (Highway 555).

Thirdly, the economic, environmental and time-delay problems of Elliot Lake's expansion are not merely immediate difficulties that will go away in the future. They are real evidence of the need to plan the housing and community services of the whole North Channel - Elliot Lake area together.

All of the assumptions and calculations about the Elliot Lake overspill (and the other proposed projects) should be widely examined and discussed by all local politicians and residents interested in the development of the area. The conclusions about future housing and population needs will help to determine the evolution of the structure, jurisdiction, and provision of services by local government.

(2) ELDORADO NUCLEAR REFINERY

Eldorado Nuclear Limited, a Federal crown corporation, is proposing to build a uranium hexafluoride refinery to supplement its operations at Port Hope. This second plant is needed because of the continued world demand for this electricity-producing fuel. Analysts estimate that uranium production will double by the early 1980s. About 80 per cent of this would be exported for use in foreign electrical generation reactors. The proposed refinery will have the capacity to process 9000 tonnes (metric tons) of uranium. This will permit the Canadian industry to step up its capacity to refine the raw material prior to export.

The process of finding a new refinery site began in 1975. Originally Eldorado had selected Port Granby, near the Port Hope plant. But in May 1978 a Federal Environment Assessment Review Process (E.A.R.P.) Panel turned down this location, chiefly because of an unsuitable waste management proposal for the site, and because the refinery was felt be an intrusion into an area where the present and future character will be rural and agricultural. Further, the panel stipulated "that new proposals for sites should be consistent with provincial planning policies and that the concerns of the local community have been taken into account".

Following this rejection, Eldorado investigated three new sites, in the Port Hope, Sudbury and Blind River areas. In July 1978, the Federal Government instructed Eldorado to submit environmental impact statements for each of these locations. These documents were prepared for Eldorado by James F. Maclaren Ltd., and in November and December 1978, the E.A.R.P. Panel held three sets of hearings to discuss the material in the publications. In February 1979, the Panel issued a report which concluded that "all three sites were acceptable for the project if certain conditions are met". The report's recommendations will assist the Federal Government in its further deliberations leading to a final decision about the location for a new refinery.

The Blind River site, known as Island 9, is owned by the municipality. It is an undeveloped parcel of land about 2.5 km from the centre of town. Although the recently prepared zoning bylaw would designate the site for continued rural use*, Blind River Council has informed Eldorado that the land would be available for the refinery. This is only one of the ways in which the Town has demonstrated its interest in Eldorado locate locally. At the Environmental Assessment hearings, Eldorado's estimate that the Blind River location would cost \$20 million more than the Hope Township location was strongly disputed by Council, in material prepared on behalf by Proctor and Redfern Ltd. This point was acknowledged in the Panel's report. It stated that although there may be cost variations in developing and operating the refinery at these three locations, the financial difference has not been adequately established".

The perceived benefits of the plant are the creation of jobs, both directly and indirectly; provision of a measure of economic stability; and additional financial income as a result of grants-in-lieu paid by Eldorado.

The remainder of this section discusses the potential impacts of the Eldorado plant upon the Blind River area.

Effects

The proposed facility would cover 950 acres. The refinery would occupy 21 acres, and a waste-storage area would require an additional 10 acres. The first 10 years of low-level radioactive residue will be stored in large drums in an unheated building on the site. By that time, Eldorado hopes to have developed a permanent solution for disposing of the wastes and will then dismantle this storage structure and decontaminate the site. Other on-site buildings will include laboratories, maintenance shops and an administrative building.

The agricultural potential of the site is limited. According to the Canadian Land Inventory System, this land largely falls into the class 7 category.

- . Except for a 1000-metre exclusion zone around the plant, the remainder of the site could be available for other uses, subject to the approval of the Atomic Energy Control Board.
- . A new access road from Highway 17, a rail spur, and a bridge to cross the CPR line south of Highway 17 would have to be built. It is estimated that 50 trucks a day would make trips to the site during construction (about 7 per cent of the current daily truck traffic on Highway 17), falling to only 11 trips (or 1.6 per cent), when the plant is in operation.

B) Employment

- . The construction of the facility would take about 2 1/2 years. At the height of the building phase about 350 persons would be employed. On average the labour force would be approximately 245 persons.
- . It is anticipated that the bulk of the construction workforce would come from outside Blind River. The small share for the local labour force will be the result of the specialized skills required, competition for workers with the Elliot Lake mining expansion, and the relatively high unemployment levels in the construction trades in Sault Ste. Marie and Sudbury. Eldorado expects that most of the outside tradesmen would live in the on-site construction camp.
- . In operation, the facility would employ 237 persons. Eldorado estimates that this would be split approximately evenly between newcomers and established residents of the area.

C) Population and Accommodation

The Ministry of Housing has proposed two scenarios for new population growth arising out of the refinery. The low-growth scenario presumes that only half the refinery jobs would be filled by outsiders -- i.e. 178 permanent workers would come to live in Blind River. The high-growth scenario is based on the assumption that most of the jobs created by the refinery would be filled by in-migrants -- i.e. 423 permanent workers (plant and service sector) would reside in the town.

The calculations from the lower growth projection shows that the new population resulting from the refinery would be about 500 persons. This would raise the town's population to 5,060 by 1984 and would spur a demand for 160 housing units in addition to the 435 new dwellings accommodating the Elliot Lake overspill. The calculations from the high growth projection show that the town's population size would be increased by 1,300 persons. This would raise the town's population to 5,820 by 1984 and would require the construction of an additional 380 housing units.

Municipal and Provincial Services

The specific impact of this development on services in the area is difficult to quantify. Many of the same effects of the Hydro centre upon the vicinity will also result from the location of the refinery in Blind River. These include increased traffic, demands for higher quality of services, pressure for subdivision of land, and increased labour costs for the public sector.

However, it is important to keep in mind that the project could be proceeding at the same time as the Elliot Lake mining expansion. This possibility and the need for coordination between public agencies was recognized in the E.A.R.P. report. One of its recommendations was that in order "to minimize negative social impact on the community, there should be careful planning and cooperation between the Town of Blind River, Eldorado and government agencies associated with the region, especially those responsible for the official plan, housing and municipal services."

The potential impact of both these coincidental processes on a number of public facilities and services would be:

Some repairs to the water supply system will have to be undertaken to accommodate additional population. The sewage-collection system is a major impediment to new development. There are sections of cracked pipe which cause soil leakages and contamination. Some repairs are required to permit modest growth and the system will need major rehabilitation if the population of Blind River reaches the 5,000 level. Council has requested a grant for this work from the Ministry of Northern Affairs.

- . A sewage treatment plant is currently under construction and will be in operation for August 1979. Its serving capacity will be 5,150 persons, but the facility is capable of being expanded to handle a population of 10,000.
- . There will be an increased need for police services.
- . Hospital and library services and the local schools will have to be monitored to ensure that the facilities meet the demands generated by new residents.

E) Citizen Participation

The aims of the public participation program initiated by Eldorado in August 1978 were:

- a) "To solicit local community concerns regarding the location of the refinery in Blind River, so that the concerns can be taken into account in the decision-making process.
- b) To enhance relations between Eldorado and the general public in Blind River and the surrounding community."

At the outset, a content analysis of local newspapers was done to determine key community leaders. After a series of individual interviews, a committee was selected to represent publics in a balanced fashion so that no one interest dominated the body. The sectors or publics are similar to those used by Ontario Hydro in its participation process.

The role of the committee was described in the Environment Impact Statement as:

- 1) "To act as continuing liaison between Eldorado and the local publics in regard to the project.
- 2) To attend both the organizational meetings and an open house with staff of Eldorado.
- 3) To ensure that the concerns of Blind River are represented at the hearings."

The establishment of a mechanism to solicit the views of local residents is laudable. However, there are two drawbacks to this approach. There may be confusion over who the committee members actually represent, and overlap between the committee's responsibilities and the legitimate

role of local government to represent the entire community. In discussing the citizen participation process for the hearings at all three sites, the E.A.R.P. Panel expressed a doubt that opponents of the project received the same opportunities to be involved and informed as its proponents.

If the refinery proceeds, Eldorado should deal directly with municipal councils about priorities. If the committee continues, its role should be clearly understood, by all, to be of an advisory nature.

(3) NORTH CHANNEL ENERGY CENTRE

Since 1974, Ontario Hydro has been investigating the feasibility of building a major new generating facility in the North Channel area. This development would fulfill Hydro's predicted need for additional electrical power to supply northern and north-eastern Ontario. The station will be either a coal-fuelled or a nuclear type, possibly followed by a heavy-water production system.

At the outset five potential area sites ranging from Larry Island, west of Thessalon, to Hunt Point, on the north side of Great LaCloche Island, were under active consideration. Hydro staff studied each of these locations and their impact areas and evaluated the engineering, economic considerations, environmental effects, and social (community) impacts.

In October 1978, their findings were published in a preliminary report entitled North Channel Environmental Assessment. In summary, its three major recommendations were:

- (1) The acquisition of a site for an energy centre at the Dobie Point/Burton Islands land block. These lands are located between Thessalon and Blind River in the Township of Day and Bright Additional and geographic township of Bright only part of which is organized. The site comprises an area of about 4,000 acres, which will be large enough to accommodate at least two generating stations.
- (2) The continuation of transmission route selection studies linking the proposed centre to existing transformer stations in Sudbury.
- (3) The commitment to assist in implementing a system of land use controls for the controlled development zone adjacent to the site, in conjunction with the Atomic Energy Control Board, the Province and municipal authorities.

However, in a speech announcing the release of the report, the Chairman of Hydro, Robert Taylor, raised a number of considerations which could cause the project's delay. He cited projections which indicated a slower rate of growth of electrical use in the coming decades. This reduced-demand forecast resulted in the North Channel centre being dropped as a priority project by the Royal Commission on Electrical Power Planning, headed by Arthur Porter. At present, Hydro is undertaking a review of its generation requirements for the period beyond 1987. This process should be completed in the latter part of 1979. The new program must then be approved by the Minister of Energy.

Despite this uncertainty, Mr. Taylor stated that there were a number of reasons for making the site acquisition announcement. First, because of the efforts expended in consultation with local residents, Hydro wanted to alleviate uncertainty about the project's future. Secondly, although the Government had downgraded a North Channel energy centre as a priority, Hydro still believes more generating capacity will be needed in the area. Thirdly, since it takes between twelve to fifteen years to make such a project operational, Hydro felt it was necessary to begin to move now in order to meet revised generation targets.

The next stages in the process are for the Environmental Assessment Report, supplemented by some additional material, to be submitted to the Hydro Board in Spring, 1979. Some three months later this Report will be sent to the Minister of the Environment for review under the Environmental Assessment Act. Hydro is hoping for Government approval by 1980, with site acquisition completed in mid-1982. However, before construction begins Hydro will also need Government endorsement of site development plans.

Of the categories examined by Ontario Hydro in the site selection process, the social (community) impact is the most relevant for this study of local government. Using material from Hydro studies and other reports, the remainder of this section highlights effects which will be crucial to the future role and formation of local government in the North Channel area.

A) Site Effects:

- . Physical complex requiring several square miles, for generating station(s), assembly and storage yards, on-site workers' camps, etc. A small number of cottages at Dobie Point and a commercial fishing/hunting camp on the Burton Islands would have to be razed.
- . An Atomic Energy Board guideline suggests establishment of a controlled zone within a 5-mile radius of a heavy water plant. In this zone population density is not to exceed twenty to thirty people per square mile and there are to be no significant settlement concentrations.
- . Road access to the site for heavy equipment and personnel may alter existing road patterns and may require new roads and bridges as well as higher standards for the existing system.
- . Transmission lines from the station(s) to the Sudbury area would require a new corridor. This will affect present land use and the natural environment.

B) Employment

Forecasts have been made by Ontario Hydro of the direct construction and operating workforce required for various types of power plants. This section highlights the employment effects of 4x850 MWe (megawatts) nuclear generating station.

- . Construction would take about eleven years, peaking in Year 8 after "breaking ground". The peak workforce would be about 4,000 persons including some 600 operating personnel.
- . Operating workforce would begin arriving in Year 4, peaking at about 700 in Year 9 and levelling off at about 600 people permanently.
- . Based on Canada Manpower estimates, Ontario Hydro assumes that 80 to 85 per cent of the construction force would be "non-local", i.e. would relocate to the vicinity of the site from elsewhere. This means that an estimated 3,000 workers of the 3,500 peak construction force could be non-local.
- . Hydro projects that there will be about 3470 (3,020 construction and 450 operations) in-migrants at the peak workforce time. About 2/3 of the construction group, or

2170 persons, will seek accommodation at the onsite singles camp. Hydro has assumed that 980 persons (600 construction and 350 operating) will seek family accommodation outside the camp. About 300 single workers (240 construction and 60 operating) will also live outside the camp.

Accommodation and Population:

Ontario Hydro's estimates on where workers, choosing to live outside the camp, would locate were based on these factors:

- existing and planned population;
- amenities available;
- distance to project site;
- distance from community to recreation areas, other shopping areas, etc.;
- availability of housing, status of communal services

Using these criteria, Ontario Hydro assigned "location factors" (proportions of total impact) to communities affected by any combination of energy unit installations located in the Dobie Point/Burton Islands vicinity. The same factors were used for construction workers and for operating workers. The analysis indicates that the following would be the distribution of in-migrants:

Blind River	50%	Elliot Lake	5%
Thessalon	30%	Bruce Mines	5%
Iron Bridge	5%	Others	5%

We have several comments about these factors:

- . The factors assume that all workers will locate in urban centres. It is possible that some will build in rural areas, especially with the less rigid regulation of land use, lower taxes, and lower cost for larger lots. There is considerable potential building land within driving distance of the land block area.
- . The data also assumes that the larger urban centres will attract most of the resettlement. Recently improved facilities and services in Iron Bridge (arena, fire service) and Thessalon (water and sewer) place these

communities close to Blind River for amenities. In any case, the ease of access to all centres in the area now afforded by an improved Highway 17 means that all rural areas within 50 miles of the site will be subject to some development pressure.

- . The 5 per cent share assigned to Iron Bridge may be too low. This village could attract more than five per cent of the demand -- it is by far the closest centre. Those workers wanting to be very close to the worksite in order to minimize commuting time and to be able to put in substantial overtime might choose Iron Bridge in preference to Blind River.
- . Northerners are willing to travel long distances to high-paying jobs. The site area would be within 60 miles of Elliot Lake, Walford, and Hilton Beach on St. Joseph Island. More of the other areas may have a larger share than the 5 per cent the table suggests.
- . The use of car pools and buses could extend the distance from which workers commute -- probably to Echo Bay in the west and Espanola in the east -- and might increase the impact share of medium-distance centres like Bruce Mines and Blind River.

Using the Ontario Hydro factors, Table II shows the population and housing effects on Blind River and Iron Bridge of a Dobie Point/Burton Islands energy centre workforce.

TABLE II

HOUSING AND POPULATION IMPACT OF
ENERGY CENTRE OPTIONS ON BLIND
RIVER AND IRON BRIDGE

	<u>Accommodation Units</u>		<u>"Extra"</u>
	<u>Family Units</u>	<u>Singles</u>	<u>Population⁽¹⁾</u>
<u>BLIND RIVER:</u>			
<u>Coal Generating</u>			
<u>Station</u>			
Peak Construction	224	85	1,123
In Operation	49	9	233
<u>Coal Generating</u>			
<u>Station and Heavy</u>			
<u>Water Plant</u>			
Peak Construction	337	97	1,651
In Operation	265	47	1,261
<u>Nuclear Generating</u>			
<u>Station</u>			
Peak Construction	494	156	2,435
In Operation	197	35	937
<u>Nuclear Generating</u>			
<u>Station and Heavy</u>			
<u>Water Plant</u>			
Peak Construction	566	141	2,746
In Operation	1,032	180	2,046
<u>IRON BRIDGE</u>			
<u>Coal Generating</u>			
<u>Station</u>			
Peak Construction	23	9	116
In Operation	5	1	24
<u>Coal Generating</u>			
<u>Station and Heavy</u>			
<u>Water Plant</u>			
Peak Construction	34	10	166
In Operation	27	5	129

(continued)

	<u>Accommodation Units</u>		<u>"Extra"</u>
	<u>Family Units</u>	<u>Singles</u>	<u>Population</u> ⁽¹⁾

IRON BRIDGE (cont'd)

Nuclear Generating
Station

Peak Construction	49	15	241
In Operation	20	4	96

Nuclear Generating
Station and Heavy
Water Plant

Peak Construction	57	14	276
In Operation	86	15	205

(1) Assumption - Estimated 3.6 persons per family per household, one unit per single worker; includes "multiplier" effect of related jobs.

D) Municipal and Provincial Services:

Until the Government makes a final decision about the energy centre, there may appear to be little point in discussing the implications for local services. However, the experience with the Bruce Nuclear Power Development in Bruce County which has a more developed municipal system than the Algoma District, was that there were significant problems. These included inadequate physical and road services, overcrowded community facilities, rapidly increasing municipal expenditures and borrowing, and rudimentary or non-existent planning policies to deal with severe land development pressures.

A North Channel energy centre could produce the following service effects:

- . Traffic on Provincial highways and local roads would increase considerably, requiring some re-building or re-surfacing, more frequent maintenance, new bridges and drainage work, heavy-duty access roads, and related enforcement and traffic control expenditures.
- . New residents will demand a higher level of services than present communities can or do provide, for recreation, library services, health, adult education, and community group activities.
- . Housing will be required for the in-migrant operating workers and between 30-40 per cent of the total construction workforce, most of whom will be new to the area. Technical and professional workers with families will probably demand subdivision-type services and brick buildings (possibly driving up the price of existing homes). The effects of workers locating outside the population centres could include the conversion of cottages and camps, the year-round rental of tourist facilities, and the growth of trailer camps. This is occurring now in the Elliot Lake area because of the mining expansion.
- . There will be pressures for the subdivision of land at the same time as demands for greater controls in rural areas and older villages.

- . The high wages paid on the site will increase labour costs for municipalities and local and Provincial agencies. This may also place the costs of some goods and services beyond the reach of low-income, elderly, and unemployed residents of the area. Demands for welfare assistance and subsidized housing may increase.
- . The combination of high wages and concentration of single workers may produce situations necessitating more than the present level of law enforcement and police protection, probably by larger OPP detachments and internal policing by Ontario Hydro.
- . Pressure on the education system will be considerable, with new residents likely to have younger households than the present population; costs for additional facilities and higher levels of busing are likely.

E) Experience in Bruce County:

Little detailed information has been published on the possible specific effects on the communities and people in the North Channel area. However, a community impact study of the Bruce Nuclear Power Development (B.N.P.D.) at Douglas Point, carried out by M.M. Dillon Ltd. in 1974, listed some of the concerns that have been expressed about the North Channel Project.

. Extent of Impact Area

The site of the impact area in Bruce County and the proximity of many of the municipalities to the B.N.P.D. is comparable to the distance between locations which would be affected by the Hydro centre in the North Channel district. The Bruce County South planning area extends along the Lake Huron shorelines about 25 miles each way from the power site -- roughly equivalent to the stretch between Algoma Mills and Thessalon, but going farther inland. Kincardine had roughly the same population in pre-Hydro 1968 as Blind River does now and is about 20 miles from the site; the same distance Blind River is from the proposed Burton Islands site. Bruce Township, the rural municipality in which the plant is located, was considerably more populous than is Thompson or Day and Bright Additional (1100 versus 71 and 252). Tiverton Village, within 8 miles of the site is equivalent to Iron Bridges situation. However, its pre-Hydro population was about half Iron Bridge's present population.

Kincardine, Bruce Township and Tiverton experienced annual growth rates of 7.0, 5.0 and 9.0 per cent respectively in the years between 1966 to 1973. According to the Dillon report about 80 per cent of this increase can be directly attributed to the plant development.

. Municipal Council Concerns

All 11 councils in the B.N.P.D. survey area cited labour shortages and higher housing costs. Most mentioned higher service levels, physical service expansions, workload increase, capital borrowing problems, and the need to regulate mobile homes and other new Hydro-induced development.

. Impact on Municipal Services

The largest increase in costs and levels of services were for recreation and community services, general government, fire protection, and planning (everywhere); police protection (in the towns); roads (in the townships); and water services (in the towns and villages).

IV) Local Participation in the Site Selection Process:

As part of its North Channel public participation process, Ontario Hydro set up east and west citizens committees. Persons were assigned to each committee depending on where they lived or which interest they represented in the study area. However, both committees considered all the potential sites. These bodies were formed to accomplish these goals:

- (a) "Contribute to the selection of an acceptable generating station site and transmission bands.
- (b) Ensure that the community interests and concerns are fully considered in Hydro's planning process.
- (c) Ensure that the community is informed on the North Channel route and site selection program.
- (d) To continue as a working group during the design and construction phases as appropriate."

The committee members were selected by Ontario Hydro's community relations staff, on the basis of local discussions among different interest groups or "publics". Representatives were sought from each of these groups or interests: conservation and ecology, land use planning, agriculture, recreation and tourism, municipal government, industry and commerce, Indian and Metis, education, labour, and other "interest groups".

The method of selection and the committee's role are unique. The desire to have input from a variety of local groups is commendable. Most planning studies have short-term advisory groups. The difficulties with such committees is that they sometimes confuse local residents about who represents the community and who is responsible for decisions about services and priorities.

- . "It was at times not strictly clear whether each member represented his or her group or organization, his or her community, his or herself, or all three." This observation, which was part of a set of comments by the West Citizens Committee in its January 1978 submission to Ontario Hydro, expresses the members' own confusion as to whom they represent.
- . The committee's role of ensuring "that the community interests and concerns are fully considered in Hydro's planning process" is also the role of municipal councils, who are elected to represent all the residents of an area on matters of local public interest. To consider municipal government as just one group among many interest groups downplays its primary role in local public issues.

During the construction phase, Ontario Hydro should continue to deal directly with municipalities and school boards on decisions about local services. The purely advisory role of the citizen committee should be made explicit.

(4) LAND USE DEVELOPMENT AND PLANNING

The expansion of the Elliot Lake mines and the possibilities of a large energy centre and uranium refinery on the North Channel have prompted a high level of activity in land development, planning studies, and has stimulated general interest in local affairs. These have produced renewed direction for the 24-years-old Blind River and Suburban Planning Board and increased activity by the Ministry of Natural Resources in lake evaluation studies and other resources management work.

The list of sources of information (at the end of this report) indicates some of the many recent reports and studies containing inventories and discussions of planning and development issues in the Blind River-North Channel area. The work has included:

- . Ontario Hydro's site selection, community impact, and transmission corridor studies and the North Channel Environmental Assessment Study.
- . Background planning studies for the Blind River and Suburban Planning area, leading to a draft zoning bylaw and official plan.
- . A Blind River growth strategy prepared by the Ministry of Housing.
- . Material prepared by consultants and the Ministry of Housing (some of it still internal) for the revised Elliot Lake official plan and the Environmental Assessment Board hearings.
- . The Board's interim report on community assessment.
- . The Ministry of Transportation and Communications' route selection study.
- . Background information, lake plans, and lake development evaluations by the Blind River District lands office of the Ministry of Natural Resources (MNR).
- . Background planning studies for North Shore Improvement District.
- . Environmental Impact Statement for the Eldorado Refinery.
- . Town of Blind River's submission to the Environmental Assessment Review Process Panel.
- . The Panel's report on the proposed sites for the refinery.
- . This local government study.

This section of the report deals with highlights of three subject areas: present planning status; present land-use patterns; land-use and planning problems. Data in the tables and maps provide details on aspects relevant to local government and services in the study area.

(a) Present Planning Status

Local planning status and planning areas are depicted in Table 10 and Map 9. The map shows that Blind River is the only municipality within the study area which at present is involved in a formal planning arrangement. In the vicinity, only Elliot Lake has approved planning policies in force, has consent powers, and is active in the housing policy area. However, a draft official plan and zoning bylaw have been prepared for the Blind River and Suburban Planning Board by consultants.

West of Blind River, the only designated planning area is the Town of Thessalon. This new status, conferred in the fall of 1978, means that an official plan and zoning bylaw will be prepared. However, at present there are no official plans in force, and there are no comprehensive zoning bylaws (there are a few subdivision and holding ordinances) all the way to St. Joseph's Island. The only area where a Minister of Housing zoning order is in effect is the Township of North Shore* and Striker Township, and there only in Concession I along Highway 17. Elsewhere, the Ministry of Housing exercises control over land development through circulation and approval of consents (severances) and plans of subdivision.

(b) Present Land Tenure and Land-Use Patterns

Land development is influenced by many factors, but three are important: land availability (determined by "tenure" or ownership patterns); the level of demand for land for various purposes; and access.

*This former Improvement District was erected to full municipal status effective December, 1978.

Map 6 shows the amount of land in the vicinity of the study area that is in private ownership ("patented"), in public ownership (Crown land managed by the Ministry of Natural Resources, but excluding municipally owned land), and within Indian Reserves. Much of the land accessible by and from Highway 17 and the secondary highways is in private hands, as are some lakeshore lots. Many of the patents are for surface and mining rights only. East and west of the study area, lands along Highway 17 are privately owned, as are the lakeshore, hamlet, and farming areas in the Mississagi and Thessalon River and Lake systems.

Tables 7 and 8 show consent and subdivision activity by municipality and unorganized area between 1973 and 1978. There has been some land development activity in the last decade as new families or cottagers bought land parcels, many of them through severances from existing parcels; others were parts of larger subdivisions in approved "Minister's plans" (since 1970) or on older "registered plans". The bulk of this new development has taken place in the Town of Blind River and in the geographical townships of Striker and Cobden.

These are some of the present and probable future issues related to land use and development:

- . Delays in Elliot Lake's housing expansion and the possibilities of a nearby uranium refinery and energy centre are attracting investors and developers to Blind River area.
- . At the present time, there are eight firm proposals for housing in Blind River, which are at the draft plan stage. These developments would result in an additional 800 residential units. In addition, there are a number of proposals to build suburban shopping malls.
- . The Ministry of Housing has prepared a growth strategy for Blind River which sets out two population thresholds. The first level would accommodate 2,040 more people (600 housing units) to a population of 5,100, and may be realized by 1984. The second long-term stage is 10,000 persons and would require an additional 2,020 housing units to the present stock. The latter threshold would necessitate an expansion of the new sewage treatment plant. However, as noted previously, the realization of more than modest growth (i.e. in excess of 180 units) depends upon major repairs to the sewage collection system.

- . Despite the considerable amount of vacant land in Blind River, including a municipally owned industrial land assembly, there will continue to be proposals for development in unorganized territories outside the urban centres such as Ryegate Homes' plans for Colin Cove and Robb Road in Striker township. Construction of 160 units at the former site is now underway.
- . Land assembly and speculation will increase if either or both Hydro's or Eldorado's developments proceed. Moreover, in the absence of planning policies to direct new growth where it is beneficial to the area and the environment, and without effective local implementation through the enforcement of zoning bylaws, there are likely to be pressures for scattered individual and small-scale developments in the townships, conversion of cottages and mobile-home parks to permanent use, overdevelopment on old reference-plan lots, and considerable requests for severances throughout the North Channel area.
- . A large number of former active agricultural parcels in Thompson Township, and Day and Bright Additional Township, and adjacent unorganized townships are likely to be proposed for land subdivision and housing.
- . The restrictiveness of recent MNR land sales and lease policies for Crown-land cottage development has increased prices and created a backlog of demand.
- . The restricted five-mile zone around a future energy centre could mean limited new development in portions of Thompson, and Day and Bright Additional Townships and Bright geographic township.
- . The land claim by the Mississagi River Indian Band is still in the research and discussion stages. It is possible that this may affect lands in Cobden township and deeds to property held by the Town of Blind River.

(c) Issues and Problems -- Jurisdiction, Environment and Tenure

We have identified a number of problems and challenges to local and Provincial government in the land-use and development area. They are listed here as discussion starters only; some are potential problems which may become important if and when growth pressures intensify in the area. The problems of jurisdiction and organization are listed first because they are key factors for determining the appropriate municipal structure and boundaries and they affect the decisions of these governments in approaching the other challenges.

Jursidictional Issues and Problems

- . The Blind River and Suburban Planning Area contains unorganized territory. But local residents have no elected representative body to implement the policies and advice prepared by the Planning Board for the area. Blind River Council has no direct control over development patterns in the townships. It and the Planning Board are advisory only, since the Province acts as a municipal council in these unorganized areas.
- . A difference of opinion between a planning board and the elected council that appointed it may cause delays, frustration, and perhaps confusion for residents who wish to know who is really responsible and accountable for the area's land-use policies or for the delays in having plans approved.
- . Joint planning -- two or more municipalities within one planning area -- is an attractive alternative to individual actions and plans. However, plans can still be implemented only by the participating councils. The resolution of differences between several municipalities involved in a joint planning area may be difficult. Decisions on scheduling or standards of development made by two or more councils may vary considerably and may differ from the joint-planning board's advice according to each elected council's reading of local needs and financial priorities.

- . Even if joint planning were acceptable to all, the large number of relatively small municipalities may make local plan implementation and servicing forecasts difficult to achieve within the present structure.
- . The very considerable involvement of Provincial ministries and agencies such as Housing, Natural Resources, Environment, Transportation and Communications, Hydro, and the Ontario Municipal Board in land-use and planning matters makes the whole process and the approval of individual developments confusing and time-consuming. This involvement would probably increase with the construction of the energy centre and the refinery if local capability to plan is not up-graded.
- . At the present time, a condition for eligibility in some Ministry of Housing programs, especially those involving residential or commercial rehabilitation, is that a municipality be within a planning area and have an approved official plan.

Environmental and Servicing Issues and Problems

- . Past development has often proceeded without the benefit of thorough technical review of the appropriateness of building on a parcel of land and its suitability for waste treatment, services and road access. This is especially true in small municipalities and in areas only recently incorporated.
- . Many townsites and plans laid out earlier in the century contain lots too small for individual waste disposal. Eventually, expensive communal services are required with less than ideal road access.
- . Unplanned rural land development in sparsely populated or remote areas raises the cost of roads, drainage, school busing, electricity, fire protection, and other public services. This results from linking urban-type services to individual households and facilitating access of these residents to central community facilities.
- . Year-round use of lake or bush properties is now easier because of snow machines, winterized dwellings, and all-weather roads. But these advances create demands for higher levels of services and result in increased costs.

Land Tenure and Land Use

- . Owners of buildings originally erected on unregistered, Crown, or unsurveyed lands do not have clear title, which causes problems when a sale, mortgage, severance, or subdivision is being considered.
- . In particular, single residential lots containing more than one separate dwelling-unit pose land transfer problems; this land use is technically illegal without a severance where a zoning bylaw is in effect.
- . Overdevelopment of lakes and rivers causes crowding, pollution, boating hazards, poor fishing and, where roads and other services are demanded, higher costs to local and provincial governments.
- . Strip development along highways causes poorer traffic-flow and more accidents, especially if every home or business has a separate entrance.

(5) LOCAL GOVERNMENT SERVICES

Municipalities are required by legislation to provide only a few services (e.g. road maintenance, building inspection). Additional services like recreation, fire protection, subsidized housing and community planning are generally optional. To decide on and support these services, all municipalities must hold regular council meetings, keep minutes and records, and collect taxes.

To receive provincial funds for some specific services, or to be able to prepare certain policies, a municipality may have to appoint a special-purpose board or commission, provide matching funds for the undertaking, or promise to implement mandatory standards. Services in this category include some recreation programmes, library services, planning, community water and sewer services, and public housing.

A large number of local services are provided by agencies beyond the control and direction of individual municipalities. Since World War II, numerous local bodies, separate from municipal councils and exercising powers formerly held by local government, have been established. Local and province-wide demands for improved and specialized services have increased. Many programs have required a resource base larger than a single, township-based local municipality. As a result, in some instances, separate bodies serving a large municipality such as the City of Sault Ste. Marie have been established in the Algoma District by provincial legislation.

Some community services e.g. hospitals and child welfare, are provided by private corporations that are given public responsibilities and access to local financial resources by provincial legislation.

Relatively complete information on municipal services in Blind River and Township of North Shore is contained in the reports of background planning studies and in questionnaires completed for this local government study by the clerks of Blind River and Iron Bridge. This information is summarized in Table 9, 9A, and Map 12. The variety and complexity of local services vary with the population and extent of organization of a municipality. As Table 9 clearly shows, municipalities such as Blind River, Elliot Lake, Thessalon, and, to a lesser extent, Iron Bridge, have more community services and staff than do the rural townships.

The following list of the problems occurring in municipal services, upon which many of this study's recommendations are based, have been compiled from these sources: meetings with the Councils and their staff, Blind River and Suburban Planning Board, and personal observation. Comments are requested, especially if some issues have been omitted or overemphasized.

Roads, Water and Sewers

- . Map 5 shows the large number of municipal and local roads which provide good access to most of the southern townships and urban centres and some access to lakes and forests in the northern section of the area. All roads within the general vicinity of the future Hydro and Eldorado developments will probably require more maintenance and access control than they do at present.
- . Blind River's sewage is untreated at present. This will be rectified when the new sewage treatment plant is completed in August, 1979. The facility will enable expansion of the town's serviced population to about 5,100 people.
- . Several studies have identified serious difficulties with the water distribution and sewage collection lines in Blind River. Rehabilitation of the collection system is required in conjunction with a new trunk sewer on Colonization Road to rectify existing problems and to accommodate future housing.
- . Residents of the Colonization Road in the unorganized portion of Cobden township have petitioned Blind River Council to extend water and sewer services to that area.
- . The Ryegate Colin Cove subdivision (160 units) in Striker township will be serviced by septic tanks.
- . There are no communal sewer and water services in Iron Bridge.
- . Staff of the Ministry of Natural Resources and the Algoma Health Unit have expressed concern over the number of inadequate private systems in some areas of the unorganized townships, especially those on Lakes Duborne and Lauzon, that are considered to be at or above desirable limits for recreational development.

Recreational and Community Services

- . The Blind River Area background planning studies and several individuals have noted the lack of certain recreational facilities, especially for young children and families. This does not appear to be a problem in Iron Bridge.
- . Facilities in Blind River and Iron Bridge are available to all area residents. However, residents of the unorganized territory do not contribute to the cost of library services, arena and recreation programmes, public housing, or to the local share of hospital support.
- . Facilities for tourists and travellers are scarce in the North Channel area, and the municipalities may be able or willing to play a greater role in this. The Timber Village Museum is becoming more popular, but there are no other similar attractions to keep vistors in the vicinity.

Protection and Inspections

- . Fire protection is costly and is generally provided only within the urban municipal limits. Existing development in the townships (especially in the unorganized ones) is difficult to serve, particularly with a fragmented municipal system. Future developments will place severe demands on the existing departments in Blind River, Algoma Mills and Iron Bridge.
- . Area residents with environmental concerns, and provincial officials carrying out regulations are placing demands on municipalities to enforce higher standards for building, construction, property standards, and the protection of lands and water against pollution. Small municipalities are particularly limited in their ability to enforce these regulations.
- . Unorganized territory presents special problems for inspections related to development, because of jurisdictional fragmentation. Provincial machinery to enforce the Ontario Building Code has not yet been devised to ensure that buildings in the unorganized territories receive the same scrutiny as those in municipal areas.

Education, Social and Family Services

- . These services are provided by a variety of area-wide and provincial agencies (see Table III). Program delivery is subject to detailed regulation and is generally uncoordinated, even for related services provided by different agencies and offices.
- . Municipal social-service programs such as day care and elderly persons' centres are not provided in the area. Introducing them could be expensive.
- . Municipal representation on the boards of such area-wide bodies as the Algoma Health Unit and Algoma Social and Family Services is small because of the large number of small municipalities in the District. As a result, an individual council's participation in meetings and decisions about programs affecting their jurisdictions may not match their residents' financial contributions through these Boards' requisitions from local taxation.
- . Population growth will place demands on the present school, hospital, and social-service facilities. These costs could be significant if new facilities are required in each of these fields.
- . If the nuclear power development experience in Bruce County is repeated in the North Channel area, the upward push on housing and land prices and labour rates may leave the relatively large, older-and-less-affluent segment of the area's population unable to afford many goods and services. The proportion of residents over 65 in the six municipalities from Thessalon to North Shore ranges between 8.6 per cent and 22.7 per cent compared to 6.2 per cent for the whole of the Algoma District and only 2.6 per cent in Elliot Lake.

(6) LOCAL GOVERNMENT STRUCTURE

All municipalities in Canada derive their powers, structure and geographic jurisdiction from the provincial level of government. Municipal councils and staff exercise only the responsibilities and powers given them in The Municipal Act and other acts dealing with specific functions. Local and area-wide boards also derive their powers from statutes enacted by the provincial legislature. This section of the report describes the present local government system in the area, emphasizing its complexity and fragmentation, both geographically and functionally. As in most of Northern Ontario, the existence of unorganized territory and the lack of a county level complicate the system.

The Geographical Structure

Map 1 shows the municipalities in the North Channel area, from Spanish (principal centre of North Shore Township) to Plummer Additional Township, the rural municipality surrounding the separate urban municipality of Bruce Mines. The portion of the Algoma District east of Sault Ste. Marie has a large number of populated towns, villages, and townships. In some cases, the urban areas are separate from their surrounding townships, even though they may function as one community. In fact, all of the urban centres like Desbarats, Richards Landing and Echo Bay are municipalities separated from the adjacent townships.

In several cases, municipalities are "composite townships", formed from joining several surveyed or "geographic" townships: e.g. Day and Bright Additional, North Shore, and Elliot Lake. The latter two are examples of situations where the grouping of development and assessment into one unit produces a stronger municipality than for example, Spanish alone.

Finally, some of the populated areas still do not have municipal organization, although their residents are served by some local and area-wide facilities. The townships of Cobden and Striker outside Blind River are the largest stretch of unorganized territory between Sudbury and Sault Ste. Marie. Other unorganized but populated areas include Parkinson, Wells, and Kirkwood townships.

The main result of the area's large number of small municipalities and generally low population density is that most local units have a rather limited resource base -- small population and assessment, and, consequently, few full-time staff. The 18 Algoma District municipalities east of Sault Ste. Marie have an average population of about 1,270. Excluding the larger municipalities of Elliot Lake, North Shore, Blind River, and Thessalon -- all of which have some urban services and specialized full-time staff -- the average drops to approximately 530 people per municipality, with a range of about 70 (Thompson) to about 1,400 (Macdonald, Meredith and Aberdeen Additional, the composite township around Echo Bay). Tables 9, 9A, and Map 12 show that most rural municipalities and the smaller villages have a small, usually part-time staff, and relatively few services. The most striking contrast is probably Thompson and Blind River, two of the municipalities participating in this study.

Most important of all is the fact that no one municipality (except Elliot Lake) in the impact area of the North Channel generating station and the Eldorado refinery have on staff any full-time expertise in the important areas of engineering, planning, fire protection, and building inspection, libraries and recreation. The municipalities rely heavily for advice and assistance on the provincial ministries, area-wide agencies, the many volunteer hours of the council and local board members, and consultants in planning, engineering and auditing.

TABLE III: TYPES OF LOCAL GOVERNMENT ARRANGEMENTS
IN ALGOMA DISTRICT,
CLASSIFIED BY
AREA OF JURISDICTION

NAME OF COUNCIL, BOARD OR ARRANGEMENT	METHOD OF SELECTION	
(1) COVERING A SINGLE MUNICIPALITY:		
<u>Municipal Council</u>		
Town (e.g. Blind River Township (e.g. Thompson) Village (e.g. Iron Bridge)	Elected Elected Elected	
<u>Local Special-Purpose Bodies:</u>		
Public	Appointed by Council	
Library Board Cemetery Board Recreation and Parks Committee Public Utilities Commission (e.g. Thessalon)	Elected	
Private	Some municipal appointees	
Hospital Board		
Non- Statutory	Municipal Council	
Special Advisory Committee (e.g. Industrial)		
(2) MUNICIPALITY AND UNORGANIZED TERRITORY		
Blind River and Suburban Planning Board	Appointed by Blind River Council, but subject to approval of Minister of Housing	
(3) SEVERAL MUNICIPALITIES TOGETHER		
<u>Council Agreements:</u>		
Joint use of garbage dump Mutual fire aid		By Council negotiation
<u>Special Purpose Boards:</u>		
Union Library Board (e.g. Bruce Mines and Plummer Additional) Joint Planning Board (e.g. St. Joseph Island)		Appointed by Councils Appointed by Minister of Housing
(4) AREA-WIDE SPECIAL-PURPOSE BODIES		
Board of Education District RCSS Board Children's Aid Society Central Algoma Housing Authority	Elected Elected Private Board Municipal, Provincial Federal Appointees	
Algoma Social/Family Services Algoma Homes for the Aged Board of Management Algoma Health Unit Board Algoma District Health Council	Appointed by Councils & Cabinet Appointed by Minister of Health Library Boards & Minister of Culture & Recreation	
North Central Regional Library	Appointed by	
(5) UNORGANIZED TOWNSHIPS		
Local Roads Boards	Elected	

SOURCES: Clerks' Questionnaires, Ministry
offices, statutes and regulations

The Functional Divisions of Local Government

The geographic fragmentation of the North Channel area's municipal system is part of the reason for the fragmented approach to providing services. Another reason is that many of the municipal-based and area-wide special purpose bodies shown in Table III are required in all parts of the North, outside the cities, by provincial legislation. However, the loss of responsibility for specific functions by elected municipal councils -- the overall priority-setting mechanism in Ontario's local government system -- is partly a result of inadequate resources to meet special needs.

The following definitions help to clarify the contents of Table III. The municipal system refers to the structure and functions of municipalities, whose powers are exercised by elected councils. The direct functions of councils usually include roads, building inspection, fire protection, some recreation, water and sewer services (sometimes assumed by a separately elected public utilities commission) and waste disposal.

Local government is a much broader term. It includes, in addition to the municipal councils, all the bodies established and operating on a sub-provincial basis under provincial legislation. As categories (2) to (4) show, these "special-purpose bodies" have varying degrees of relationship with municipal councils. In total, the bodies outside a council's direct control spend more of the total local tax bill than does the municipal council. The functions beyond direct council control include education, welfare, homes for the aged.

Several other points are worth noting:

- . The Province exerts a strong influence on many bodies, especially those involving several municipalities. For example, the Cabinet appoints several members to each area-wide social-services body, as well as directing the regulation of their facilities and programs. Some functional bodies which are listed in Table III as part of the local government system should properly be considered to be provincial agencies. These include the Housing Authority, which is really the local operating agent of the Ontario Housing Corporation, and the District Health Council, which is appointed by the Minister of Health to advise him on overall local health priorities.
- . Local Roads Boards operate in the Patton, Colonization Road, and Striker and Cobden local roads' areas (see Map 5). Their sole function is to ensure the maintenance of local roads; but they are supervised by the Ministry of Transportation and Communications, who arrange for, or directly do, the road work.
- . Some municipal-type services are provided for residents of unorganized territory by provincial ministries (e.g. MNR garbage dumps).

(II) PRELIMINARY RECOMMENDATIONS

This section of the interim report suggests ways in which local government can be improved in order to make it better able to handle the challenges that are already evident (the expansion of Elliot Lake), or are on the horizon (the Eldorado refinery and the North Channel energy centre). All of the recommendations reflect choices about the general pattern that local government should take. The bias in this document is that local government should be structured in such a way as to deal with as many issues and services as it can realistically and appropriately undertake. The opposite view may have some support -- that the present local government system is adequate and well-known and that any future challenges or problems should be dealt with entirely by the Province, on its own or by using the present structure.

Criteria for Strong Local Government

This report makes the argument that local government in the North Channel area is not as strong or understandable as it could be; problems do exist. It is important to recognize, however, that what is a problem to one person may be an entirely acceptable state of affairs to someone else. In order to avoid misunderstanding, we wish to make clear the principles which we have followed in identifying problems in, and devising solutions for, the Study Area. The principles take the form of 10 objectives which an "ideal" system of local government for the Study Area should have. These objectives are to:

1. Encourage wide participation in the local public policy-making process by residents.
2. Maximize the accountability of local-governing bodies to the electors.
3. Facilitate the integration and coordination of decisions about public priorities.
4. Provide a means of resolving local issues without the intervention of the Provincial Government.
5. Minimize the need for local government to rely on provincial ministries for expertise and advice.
6. Enable residents to obtain the services which they need.

7. Maximize efficiency - i.e., minimize the cost of providing a given level of service.
8. Distribute the costs of services in an equitable and efficient manner.
9. Ensure that every unit of local government has a revenue base sufficient to provide a basic level of services.
10. Preserve and promote community identity.

Not many readers would quarrel with any of these objectives. Disagreement may well arise, however, over the relative importance to be attached to each one. No single goal can be pursued to the exclusion of the others. Some compromise is inevitable.

To start discussion on the present and future of local government in the area, this section contains a number of specific but preliminary recommendations. Although many are related, they are divided into these categories:

- (A) Municipal organization and boundaries
- (B) Planning organization and policies
- (C) Municipal representation on area-wide bodies
- (D) Local government services

It is obvious that the relevance of the criteria cited above, and the recommendations listed next, depends on the decisions about major developments in the area. Those recommendations marked with an asterisk (*) should be considered regardless of the timetable of the proposed energy centre complex and the location of Eldorado in Blind River.

(A) Municipal Organization and Boundaries

- *1. Eventually all areas with significant populations, patented land, or within the impact zone of major developments, should be included within municipal structures. In the Blind River Study Area, this would include the following unorganized townships located near existing municipal centres: Striker, Cobden, Parkinson, and the unorganized portions of Gladstone and Bright. Inclusion of Scarfe and Mack with Blind River, and Patton with Iron Bridge, should be considered at a later date if the impact of the Eldorado and Hydro projects is substantial.

- *2. The entire Blind River vicinity would benefit if the unorganized townships of Cobden and Striker were under the jurisdiction of municipal government. Blind River Council would then have direct control over development and growth matters in these areas; the additional assessment would expand the local tax base; residents of the unorganized areas would contribute to the costs of municipal services. Those living in Cobden and Striker townships would be able to participate in setting local priorities and service levels. For all of these reasons, the annexation of the two townships to Blind River should be considered at the earliest opportunity.
- *3. For the present, two options could be examined. A one-stage incorporation of Cobden and Striker townships into Blind River would fully realize all of the advantages cited above and would also anticipate a broad impact zone, near the town, arising out of major developments. A second course - or minimum expansion -- would be an annexation of the developed and developing fringes adjacent to Blind River -- i.e. the subdivision and vicinity areas in the western portion of Striker township, the unorganized segments around Highways 555 and 557, and the western Colonization Road area.
- *4. The unorganized parts of Bright township should be annexed to the adjacent organized municipalities -- the portion of Concession VI north of the Mississagi River, to Iron Bridge; and the portion surrounding Eley (lots 1 to 7 of Concessions III and IV and all of Concession II), to Day and Bright Additional.
- *5. Thompson Township should consider amalgamating with Iron Bridge, which is closer for basic services than Blind River. The Indian Reserve, distance, and the location of Thompson's permanent residents all suggest that Iron Bridge is the centre on which Thompson should consider focussing its cooperative efforts in the future.
- *6. The unorganized territory north of Iron Bridge has considerable developable land that should be planned and protected by a municipal system. Parkinson and the remainder of Gladstone should eventually amalgamate with Iron Bridge, where all services and most of the area's permanent population will always be located.

7. The energy centre and associated development may warrant consideration of a large municipal unit centred on Iron Bridge. This could include the present Village and the Townships of Thompson and Day and Bright Additional, and the unorganized portions of Bright, Gladstone, and Parkinson, and possibly Patton.
- *8. The small, generally rural municipalities and unorganized communities west of Mississagi River Indian Reserve 8 and within close proximity of the energy centre -- west to Bruce Mines and including the rural townships in the second tier north of the North Channel -- should study their present organization and consider whether fewer municipalities in the area, each with larger boundaries might be an appropriate long-term goal.

(B) Planning Organization and Policies

- *1. Jurisdictional responsibilities in planning and development matters within the two-township Blind River and Suburban planning area at present are divided among the Municipal Council, appointed Planning Board and at least five Provincial ministries and several area-wide agencies. The situation would be considerably clarified if Blind River were to annex the two townships. Local confusion and the strong provincial role in consents, building inspection, and planning-policy formulation would be reduced.
- *2. All municipalities in the North Channel area should follow the lead of Blind River Council and Planning Board and give consideration to undertaking, with the assistance of the Ministry of Housing, background planning inventories and analyses leading to official plans and comprehensive zoning bylaws.
- *3. The Ministry of Housing should continue its present program of analyzing conditions and needs in the unorganized territory and advising the municipalities on their programs.
- *4. Local councils should consider participating in an inter-municipal forum on area planning, either formally under a joint planning program or through an informal committee.
5. Detailed discussions between area municipalities and the Ministry of Housing and Ontario Hydro should include cooperative planning policies and development guidelines for the impact area. The resources and timing for implementing these strategies should also be agenda items.

6. On the basis of discussions and studies establishing the impact area of a North Channel energy centre and Eldorado refinery combined with the expansion of Elliot Lake, the Ontario Government should consider setting up the following framework for preparation of the appropriate policies for the whole North Channel area:

- (a) establishing a joint planning area under The Planning Act and seeking municipal appointments to a joint planning board; or
- (b) recognizing and assisting any inter-municipal planning committee; and
- (c) appointing a group of civil servants to act as coordinators for the following ministries and agencies involved in the impact area --
 - . Agriculture and Food
 - . Environment
 - . Housing
 - . Intergovernmental Affairs
 - . Natural Resources
 - . Northern Affairs
 - . Ontario Hydro
 - . Social Development and Policy Field Secretariat
 - . Transportation and Communications
 - . Treasury and Economics

(C) Municipal Representation on Area-Wide Bodies

- *1. The size of the Boards of area-wide bodies for public health, welfare administration and homes for the aged should be increased. This would allow more municipalities to appoint their own representatives rather than relying on a single appointee from several municipalities.
- *2. All area-wide bodies (except school boards) operating in Algoma District should use the same external boundaries; Elliot Lake should participate in all Algoma District bodies.

- *3. Particular attention should be paid to education, health and social service issues in the North Channel area, especially if the energy centre goes ahead. Municipalities should be adequately represented in any joint studies and special meetings; and the division of responsibilities in these spheres between provincial ministries and local councils should be clarified.
- 4. The work of the North Channel citizens committees should continue through the energy centre's research and planning stages. Hydro's formal links with municipalities should occur through a joint planning board or inter-municipal planning committee recommended in this study. However, if these bodies are not set up by the onset of the construction phase, Hydro and the local councils could consider participating in one or more municipal working committees.

(D) Local Government Services

- *1. Pending further decisions on major developments, each municipal council in the area should do an inventory of its services, and assess its ability to meet objectives. This could be part of a planning program or a separate, short-term examination of the municipality's present operations.
- *2. All municipalities in the North Channel area should assess their needs for shared services, equipment, and facilities (e.g. fire protection, building inspection, specialized machinery, libraries, arenas, cemeteries).
- *3. Blind River Council should undertake, with the assistance of the Ministry of Intergovernmental Affairs, a study of the staff resources required to cope with the development pressures now facing the town. Early consideration should be given to the hiring of a qualified municipal engineer or planner/engineer and additional financial expertise as full-time employees. The study should consider interim and long-term organizational plans for meeting the needs of a population of 5,000.
- *4. Discussions should be held with the appropriate provincial ministries and area-wide agencies to find better and less complex ways of providing local services, especially to the unorganized townships and small municipalities. The following are some areas with room for improvement:

- . Reduce overlap between the Ministry of Community and Social Services which presently undertakes family benefits in all areas and general welfare assistance in unorganized townships, and the Social and Family Services Board which provides general welfare in the municipalities.
 - . Reduce the number of provincial permits and approvals from various stages in the development process.
 - . Clarify division of responsibilities for environmental protection, now shared by municipalities, the Ministry of the Environment, and the Algoma Health Unit.
5. Pending the Government's approval of Ontario Hydro's plans, municipal councils should initiate discussions with Hydro (which may lead to a formal agreement) and the provincial ministries concerning:
- . which areas and which services will receive special assistance;
 - . a precise division of responsibilities between the councils, area-wide boards, Ontario Hydro and Provincial ministries for each service -- both for capital improvements and ongoing operations;
 - . Ontario Hydro's plans for hiring local people on the construction and operational workforce, including suggestions for training residents of the area for the skilled trade and management positions.'
6. If Eldorado does locate in Blind River, Council should discuss with this crown corporation:
- . the amount and duration of grants-in-lieu received by the municipality;
 - . a precise delineation of responsibilities between Eldorado and other public agencies involved;
 - . the details of Eldorado's plans for hiring local people.

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APPENDIX A

SOME NOTES ON ANNEXATION AND AMALGAMATION PROCEDURES

There are two basic routes to achieving a change of municipal boundaries. The first is entirely a political process culminating in the passage of a Bill in the Legislature, while the second involves the Ontario Municipal Board.

1) Legislative Bill

A local government study of a particular area, such as Blind River, generally makes recommendations about the appropriateness of existing municipal boundaries. Following the local government study report, public meetings are held to discuss the findings; and written briefs from interested municipalities and citizens are invited. After the report and responses to it have been evaluated, an inter-ministerial committee may be appointed to assist the Province with preparation of legislation. If there is local consensus about boundary changes, then the Ministry of Intergovernmental Affairs can present a Bill to the Legislature to implement the proposals. A feature of this approach is that the Bill can include provisions for additional matters related to local government -- e.g. the size of Council, ward systems, planning-area boundaries, and financial matters. This procedure has been used to expand the boundaries of municipalities such as Thunder Bay, Wasaga Beach and Timmins.

2) Ontario Municipal Board

The Ontario Municipal Board has the responsibility for hearing and deciding upon the applications for municipal structural change provided for under Part I of the The Municipal Act. Sections 10-13 of this act relate specifically to incorporations; Section 25 to dissolutions; and Sections 14-16 to annexations and amalgamations.

Section 14(2) authorizes a municipal council to pass a by-law and make application to the Board requesting a boundary alteration which would, a) amalgamate it with another municipality, or b) annex all of or a portion of another municipality, or c) annex any locality that does not form a part of any municipality.

Residents of an unorganized territory may initiate an annexation, if twenty-five or more of their members (18 years of age or older and British subjects) apply to the Board and request annexation to a municipality.

Once the Board receives an application (whatever the source) it stands referred to the Minister of Intergovernmental Affairs for his decision as to whether or not it ought to be heard. His consideration of the application revolves generally around whether or not a study of local government functions, organization or structure either has been completed or is underway in the area in question. If a study such as the Blind River Area Local Government study is in progress it is customary for the Minister to request that the Board defer an annexation hearing. (Section 26) In the event that the Minister agreed to a hearing, Board staff would proceed to schedule a hearing date and give directions to the municipality as to how interested and/or involved residents might be notified of the proposed change.

There are basically two kinds of applications and therefore two types of hearings.

Where the Board has reason to believe that the municipalities involved and a majority of their ratepayers (including a majority of the inhabitants of the unorganized territory) are in favour of the changes, then Board staff may simply set a date to consider the application in its chambers in Toronto.

If this hearing date passes without the Board having received any substantive letters of objection, then consent is assumed and a decision issued in short order. (This decision will approve the alteration and set the date upon which it will take effect.)

If the proposal is controversial, then a full public hearing becomes mandatory. (Due to the heavy caseload of Board members this may well mean a further 4-6 month delay.) The purpose of the Board hearing is to "enquire into the merits of the application and to hear any objections that any person may wish to bring to the attention of the Board."

At the conclusion of the public hearing, an oral or written decision either approves the proposed new boundaries, approves a smaller or larger parcel or simply denies the changes altogether.

Once a decision has been handed down on either type of application, there is a 28-day period during which time ten percent of the municipality's residents or an equivalent percentage of those living in the unorganized territory may send a petition to Cabinet objecting to the decision.

If no petition is registered with the Cabinet during this 28-day period (or else a petition is filed but later withdrawn) then the Board will issue an Order giving legal effect to the decision.

If a petition is filed and not withdrawn, then the Cabinet will review the application and either confirm the Board's decision or else order the Board to hold a second hearing. The decision of this second panel is final and binding upon all parties.

APPENDIX B

TABLES

TABLE 1 CENSUS POPULATION 1951-1976

Area Census Population within 1979 Boundaries

<u>MUNICIPALITIES</u>	<u>1951</u>	<u>1956</u>	<u>1961</u>	<u>1966</u>	<u>1971</u>	<u>1976</u>
BLIND RIVER	2,512	3,633	4,093	3,617	3,456	3,142
ELLIOT LAKE	0	3,791	13,179	7,014	9,093	8,849
THESSALON TOWN	1,595	1,716	1,725	1,688	1,879	1,824
IRON BRIDGE	441	510	867	762	874	790
DAY AND BRIGHT ADDITIONAL	240	267	299	249	251	258
NORTH SHORE	(approx.) 1,100	1,799	3,547	2,534	2,436	2,062
THESSALON TWP.	874	771	781	669	785	701
THOMPSON	206	164	127	87	75	73
 <u>UNORGANIZED TOWNSHIPS</u>						
BRIGHT	13	5	37	5	11	0
COBDEN	334	329	637	608	590	479
GLADSTONE			5	6	0	0
MACK	0	5	0	0	0	0
PARKINSON	167	144	137	118	117	95
PATTON	46	117	55	51	25	22
SCARFE	16	49	18	25	10	6
STRIKER	126	351	596	474	482	318

SOURCE: Canada Census

TABLE 2 ASSESSED POPULATION AND HOUSEHOLDS 1978

MUNICIPALITIES/ UNORGANIZED TOWNSHIPS	1978 Population	Assessed Households			Persons per Permanent Household	Grant Population
		Permanent		Seasonal		
		Residential	Farm			
<u>MUNICIPALITIES</u>						
Blind River	3,174	1,017	-	1	3.1	3,174
Elliot Lake	12,893	3,913	1	47	3.3	12,893
Thessalon Town	1,672	572	1	4	2.9	1,672
Iron Bridge	803	289	9	44	2.7	820
Day and Bright Additional	252	52	41	260	2.7	462
North Shore	2,030	669	1	117	3.0	2,030
Thessalon Township	750	206	57	31	2.9	755
Thompson	71	34	1	56	2.0	123
<u>UNORGANIZED TOWNSHIPS</u>						
Bright	-	1	1	1	-	2
Cobden	423	134	1	79	3.1	460
Gladstone	2	1	-	1	2.0	3
Mack	-	-	-	111	-	92
Parkinson	91	27	15	28	2.2	119
Patton	30	4	6	20	3.0	45
Scarfe	22	8	-	58	2.8	70
Striker	314	97	12	196	2.9	463

SOURCE: Ministry of Revenue

TABLE 3

TAXABLE ASSESSMENT 1978

Municipality/ Unorganized Township	Taxable Res. (000)	Assessment ¹ Comm. (000)	Total (000)	Total Weighted Taxable Assessment (000)	Total Equalized Assessment (000)
<u>Municipalities</u>					
Blind River	12,227	4,925	17,152	15,318	17,152
Elliot Lake	47,048	44,842	91,890	84,833	91,890
Thessalon Town	6,318	2,570	8,889	7,941	8,889
Iron Bridge	4,057	1,315	5,373	4,764	5,373
Day and Bright Additional	5,217	405	5,623	4,840	5,623
North Shore	8,205	2,864	11,069	9,838	11,069
Thompson	938	5	944	803	944
Thessalon Twp.	3,733	581	4,315	3,755	4,315
<u>Unorganized Townships</u>					
Bright	83	0.5	84	71	84
Cobden	2,121	130	2,251	1,933	2,251
Gladstone	104		104	88	104
Mack	743		743	632	743
Parkinson	788		788	670	788
Patton	461	4	465	396	465
Scarfe	563	53	616	532	616
Striker	3,487	116	3,603	3,080	3,603

Notes: (1) 1978 assessment for 1979 taxation

(2) Provincial Equalization Factor is 100.0

SOURCE: Ministry of Revenue

TABLE 4

EQUALIZED TAXABLE ASSESSMENT 1978

Municipality/ Unorganized Township	1978 Per Capita Equalized Assessment	Total Weighted Equalized Assessment Per Household ²	Average Assessment Per Permanent Unit	Average Seasonal Household Assessment
<u>Municipalities</u>				
Blind River	5,404	15,048	11,252	4,100
Elliot Lake	7,127	21,423	11,443	6,800
Thessalon Town	5,317	13,787	9,988	13,100
Iron Bridge	6,593	14,308	10,908	6,100
Day and Bright Additional	12,171	15,515	11,530	10,500
North Shore	5,453	12,518	8,542	8,000
Thompson	7,680	8,931	9,026	5,000
Thessalon Twp.	5,716	15,845	8,699	9,000
<u>Unorganized Townships</u>				
Bright	N/A	N/A	9,000	20,500
Cobden	4,895	9,078	9,765	7,000
Gladstone	N/A	N/A	23,300	8,000
Mack	8,086	5,697	N/A	10,000
Parkinson	6,627	12,187	8,656	8,000
Patton	10,340	16,504	13,000	10,000
Scarfe	8,814	8,067	12,325	7,000
Striker	7,784	10,514	11,948	8,000

Notes: 1 Represents the assessment deficiency of the area compared to a provincial average of \$10,800.

2 Reflects the taxing capacity of the municipality

SOURCE: Ministry of Revenue

TABLE 5 BLIND RIVER POPULATION PROJECTIONS

<u>Year</u>	<u>Elliot Lake Growth</u>	<u>Eldorado Low Growth</u>	<u>Eldorado High Growth</u>
1977	3,110	3,110	3,110
1978	3,390	3,390	3,390
1979	3,650	3,650	3,650
1980	3,850	3,910	3,910
1981	4,080	4,320	4,500
1982	4,240	4,720	5,280
1983	4,420	4,960	5,710
1984	4,520	5,060	5,820
Increase	1,410	1,950	2,710
Percentage	45%	63%	87%

TABLE 6 BLIND RIVER HOUSING PROJECTIONS

<u>Year</u>	<u>Elliot Lake Growth</u>	<u>Eldorado Low Growth</u>	<u>Eldorado High Growth</u>
1977	1,065	1,065	1,065
1978	1,150	1,150	1,150
1979	1,230	1,230	1,230
1980	1,280	1,300	1,300
1981	1,360	1,430	1,480
1982	1,410	1,550	1,710
1983	1,460	1,620	1,840
1984	1,500	1,660	1,880
Increase	435	595	815

Assumptions:

- (1) Eldorado low and high growth includes Elliot Lake growth (for Elliot Lake growth assumptions see page 11)
- (2) (a) Low scenario assumes that half the jobs created by the refinery will be filled by in-migrants (178 permanent workers).
(b) High scenario assumes that most of the jobs created by the refinery will be filled by in-migrants (423 permanent workers).
- (3) Blind River will attract 100 per cent of the incoming workers.
- (4) Workers move into the community from 1980-1983.
- (5) Average household size would be 3.4 persons and one household would be formed per .9 worker.
- (6) Indirect employment would be 1 service sector worker for every 3 plant workers with a one year lag-time.

SOURCE: A Growth Strategy for Blind River, Ministry of Housing, March 1979.

TABLE 7 DEVELOPMENT ACTIVITY: SUBDIVISIONS 1973-MARCH 1979

<u>Municipalities</u>	<u>Total Lots Applied For</u>	<u>Number of Lots in Various Stages of Approval, by type of development</u>			
		<u>Final Approval</u>	<u>Draft Approval</u>	<u>Being Considered</u>	<u>Turned Down</u>
BLIND RIVER	546	96P	56P	394P	
ELLIOT LAKE	1,956	1,141P	15C	791P, 9R	
THESSALON TOWN	61			30P	11P
IRON BRIDGE	90	29R, 37P		24P	
DAY AND BRIGHT ADDITONAL	75	35R			10P
NORTH SHORE	67		67P		
THESSALON TWP.	140		140P		
THOMPSON	0				
<u>Unorganized Townships</u>					
BRIGHT	0				
COBDEN	8	8P			
GLADSTONE	0				
MACK	0				
PARKINSON	0				
PATTON	0				
SCARFE	21		17R	4R	
STRIKER	213	162P	25R		

NOTE: P = Permanent Homes C = Commercial
R = Recreational/Cottages

SOURCE: Ministry of Housing

TABLE 8 DEVELOPMENT ACTIVITY: CONSENTS 1973-1978

MUNICIPALITIES	1973		1974		1975		1976		1977		1978		TOTAL
	A	S	A	S	A	S	A	S	A	S	A	S	
Blind River		2	1	1	3	5	1	3	1	2	1	4	7 17
Thessalon Town	1	5	2	4	2	2	3	14	2	4	2	7	12 36
Iron Bridge			2		2		1	2		3	2	4	3 13
Day and Bright Additional	1	7	3	6	1	2	4	5	2	8	1	8	12 36
North Shore	1	7	2	6	6	14	5	9		4		10	14 50
Thessalon Township		7	6	16	7	9	7	11	5	18	3	9	28 70
Thompson			1						2				0 3
<u>UNORGANIZED TOWNSHIPS</u>													
Cobden		3	3	4	1	2	3	4		4	3	7	10 24
Gladstone	1	7		1	1	1	1	1		9	1	3	4 23
Mack							1	1					1 1
Parkinson		3				1	2	6	1	2		1	3 13
Fulton		2	1	1						1			1 4
Scarfe		2	1	1		1						1	1 5
Striker		5	1	3	4	8	2	4	1	9	2	11	10 40

A = Approved
S = Submitted

NOTE: Numbers of approved consents do not include consents approved in principle.

SOURCE: Ministry of Housing

TABLE 9 MUNICIPAL STAFF 1978

MUNICIPALITY	Total	Clerk- treasurer	Road superintendent
BLIND RIVER	16F 17P	F	F*
ELLIOT LAKE	133F 46P	F Clerk F Treasurer	F**
THESSALON TOWN	12F	F	F*
IRON BRIDGE	2F 4P	F	F
DAY AND BRIGHT ADDITONAL	2P	P	P
NORTH SHORE	5F Varies	F	F*
THESSALON TOWNSHIP	4F 1P	F	F
THOMPSON	1F 1P	F	P

NOTES: * Town Foreman
 ** Town Engineer
 F full-time
 P part-time

TABLE 9A MUNICIPAL SELECTED SERVICES 1978

MUNICIPALITY	Communal	Communal	Fire Protection	Arena	Comm'y Centre	Library	Hospital &/or Centre	Assisted Housing Units
	Water Services - Supply - Treatment	Sewerage Collection - Treatment						
BLIND RIVER	- Wells - Chlorination	- Sewers - Sewage treatment plant (Aug. 1979)	X	X	X	X	Hospital, Centre	47F 38SC
ELLIOT LAKE	- Elliot Lake - Full treatment	- Sewers - Primary & secondary	X	X	X	X	Hospital	15SC (28SC)
THESSALON TOWN	- Lake Huron - Chlorination	- New collectors - New lagoon	X	X	X	X	Hospital, Extended care for seniors	10F (21SC)
IRON BRIDGE	- Individual wells	- Individual septic systems - No treatment	---	---	---	---	---	10SC
DAY AND BRIGHT ADDITIONAL	- Individual wells	- Individual septic systems	---	---	X	---	---	---
NORTH SHORE	- Spanish has 6 private systems (5 are unchlorinated)	- Small system (Spanish); rest by individual septic tanks	X	---	---	---	---	15F
THESSALON TOWNSHIP	- Individual wells	- Individual septic systems	X	---	---	---	---	---
THOMPSON	- Individual wells	- Individual septic systems	---	---	---	---	---	---

NOTES Housing: F = family units
 SC = senior-citizen units
 () units under construction

TABLE 10 MUNICIPAL LAND USE PLANNING STATUS, FEB. 1979

MUNICIPALITY	PLANNING AREA - NAME AND AREA INCLUDED	OFFICIAL PLAN (O.P.)	ZONING BY-LAW ²
BLIND RIVER	Blind River and Suburban - includes Cobden, Striker	• O.P. in preparation • Background studies prepared	• Draft by-law now before Council
ELLIOT LAKE ¹	Elliot Lake - Town only	• Approved 1972	C - Approved, 1958 M - (1971) on Bouck Twp.
THESSALON TOWN	Thessalon - Town only	• Background studies in preparation	---
IRON BRIDGE	---	---	---
DAY AND BRIGHT ADDITIONAL	---	---	S - Approved 1974
NORTH SHORE	---	• Background studies prepared	M - (1960) covers portions of Long, Lewis, Sheddon and Spragge townships, and Lots 1 to 11 and north half Lot 12, Conc. I, Striker township.
THESSALON TOWNSHIP	---	---	S - Approved 1979
THOMPSON	---	---	H - Before the Ontario Municipal Board

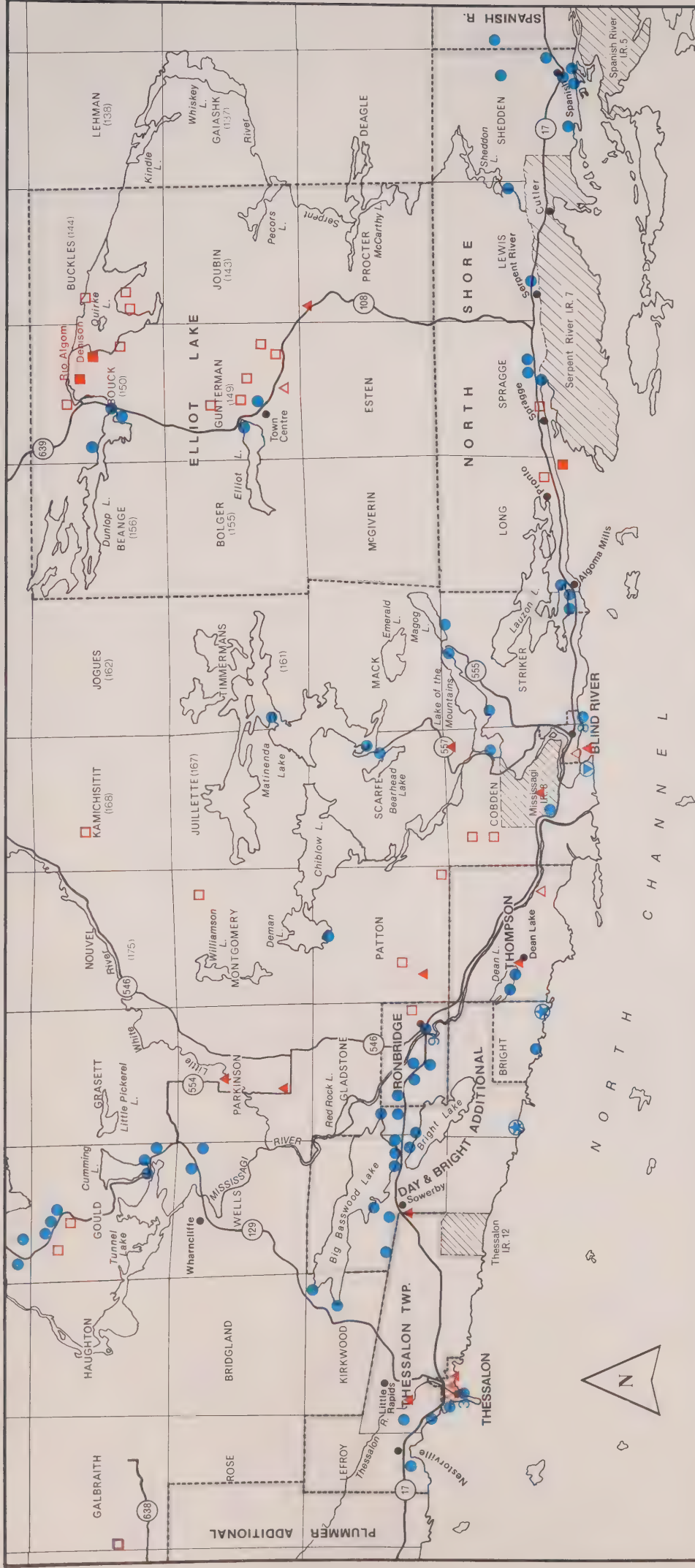
SOURCE: Ministry of Housing

NOTES: (1) Day and Bright Additional is a separate municipality.

(2) The zoning by-law for the Township of Striker is currently before Council.

APPENDIX C

MAPS

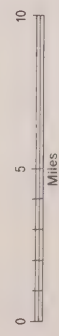


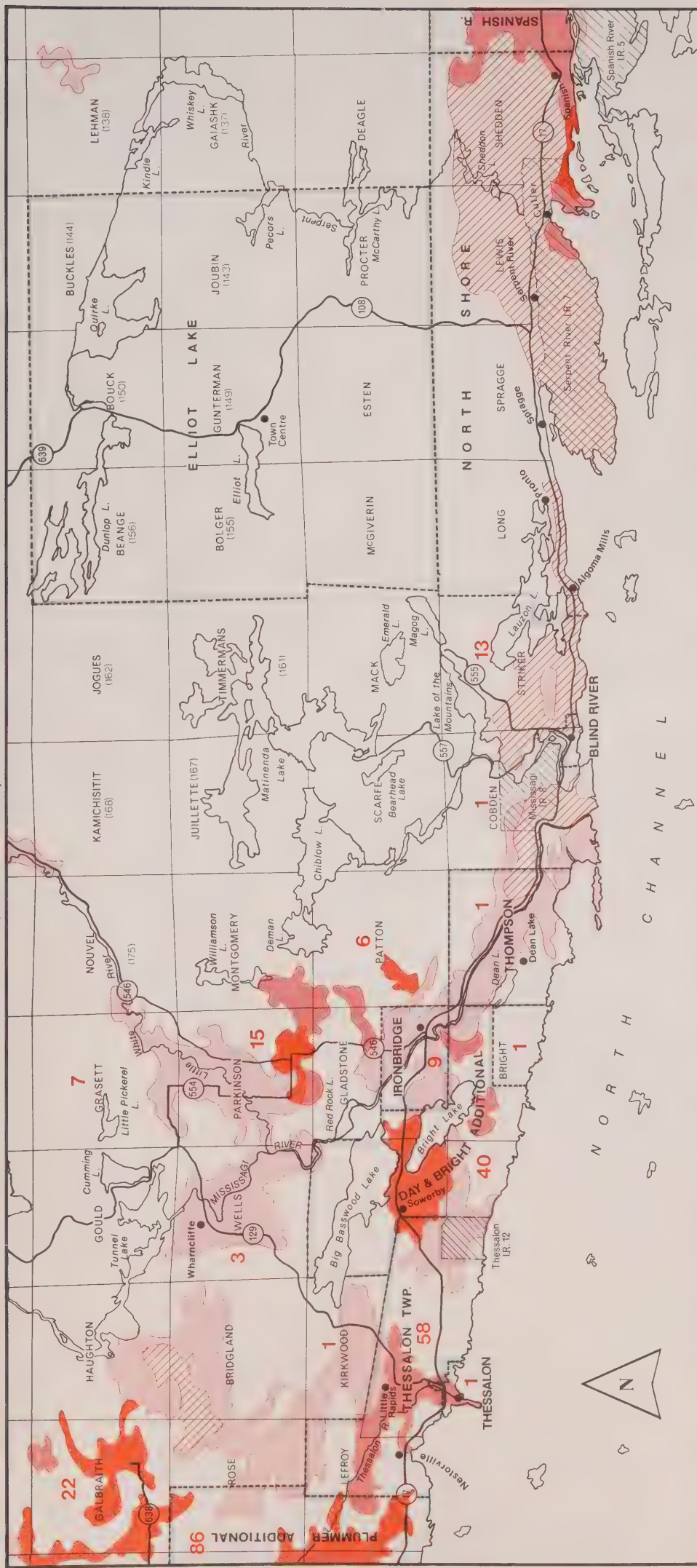
BLIND RIVER AREA Local Government Study

ECONOMIC ACTIVITIES

- Mine or Quarry
 - Past
 - Present
- Sawmill or Wood-Using Plant
 - Past Producer
 - Present Producer
- Tourism
 - Tourist Establishment
- Energy
 - Possible Site of North Channel Energy Centre
 - Possible Site for Eldorado Nuclear Refinery

- #### LEGEND
- Municipal Boundary
 - Geographic Township Boundary
 - Hamlet or Urban Centre





BLIND RIVER AREA Local Government Study

AGRICULTURE

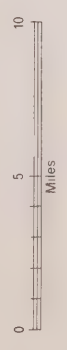
6 Number of Farms, by Municipality and Township, 1977

Soil Capability for Agriculture

- Class 2 (Moderate Limitations for Crops)
- Class 3 (Moderately Severe Limitations for Crops)
- Class 4 (Severe for Crops—Good Pasture)
- Class 5 (Pasture Only)

LEGEND

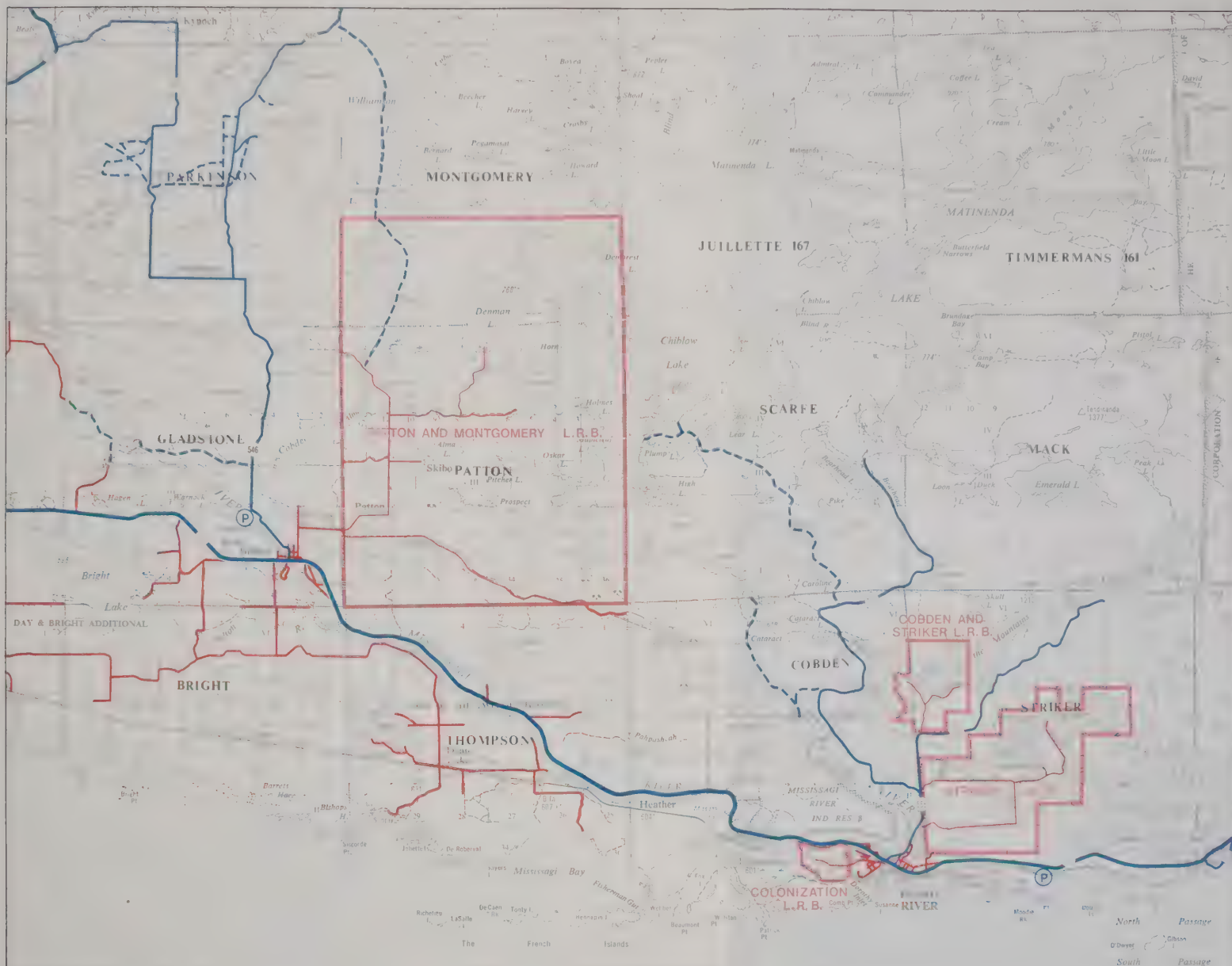
- Municipal Boundary
- Geographic Township Boundary
- Hamlet or Urban Centre





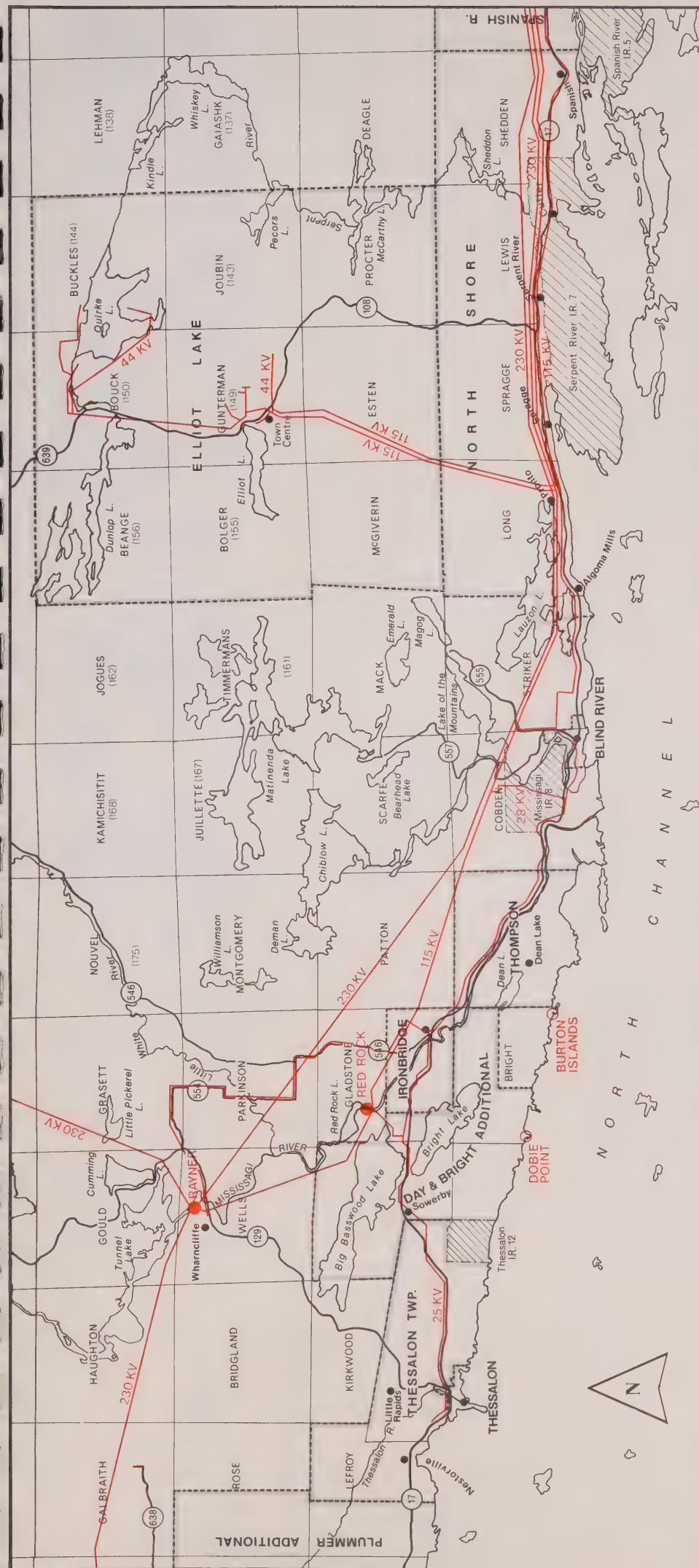
BLIND RIVER AREA Local Government Study

RECREATION DEVELOPMENT



BLIND RIVER AREA Local Government Study

ROAD NETWORK



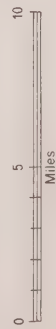
BLIND RIVER AREA Local Government Study

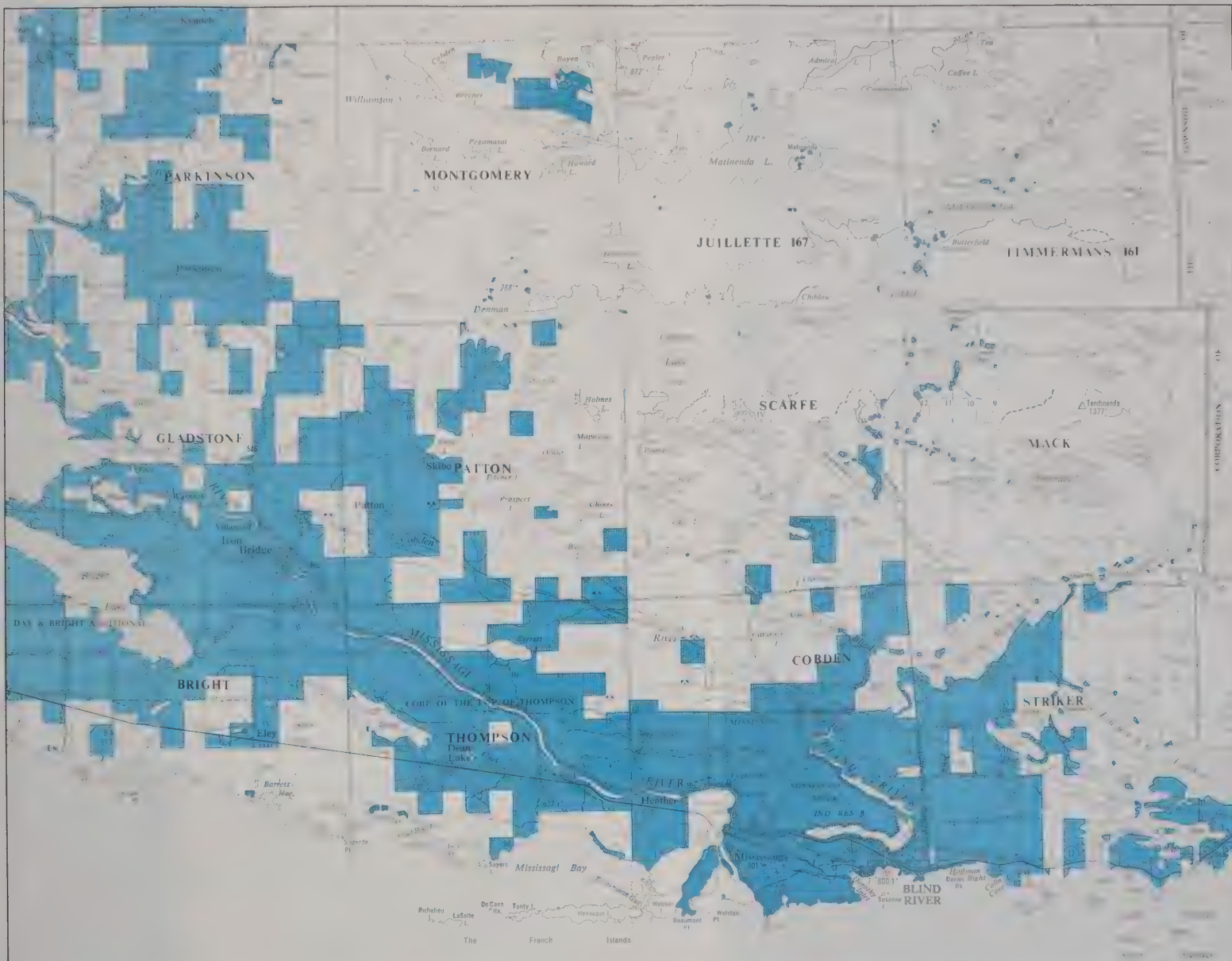
POWER DEVELOPMENT AND TRANSMISSION

- Hydro-Electric Power Site
- Power Transmission Line
- Possible Site of North Channel Energy Centre

LEGEND

- Municipal Boundary**
Geographic Township Boundary
Hamlet or Urban Centre

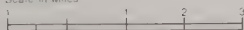




- Crown Land
- Patented (Private) Land



Scale in Miles



BLIND RIVER AREA Local Government Study

LAND TENURE



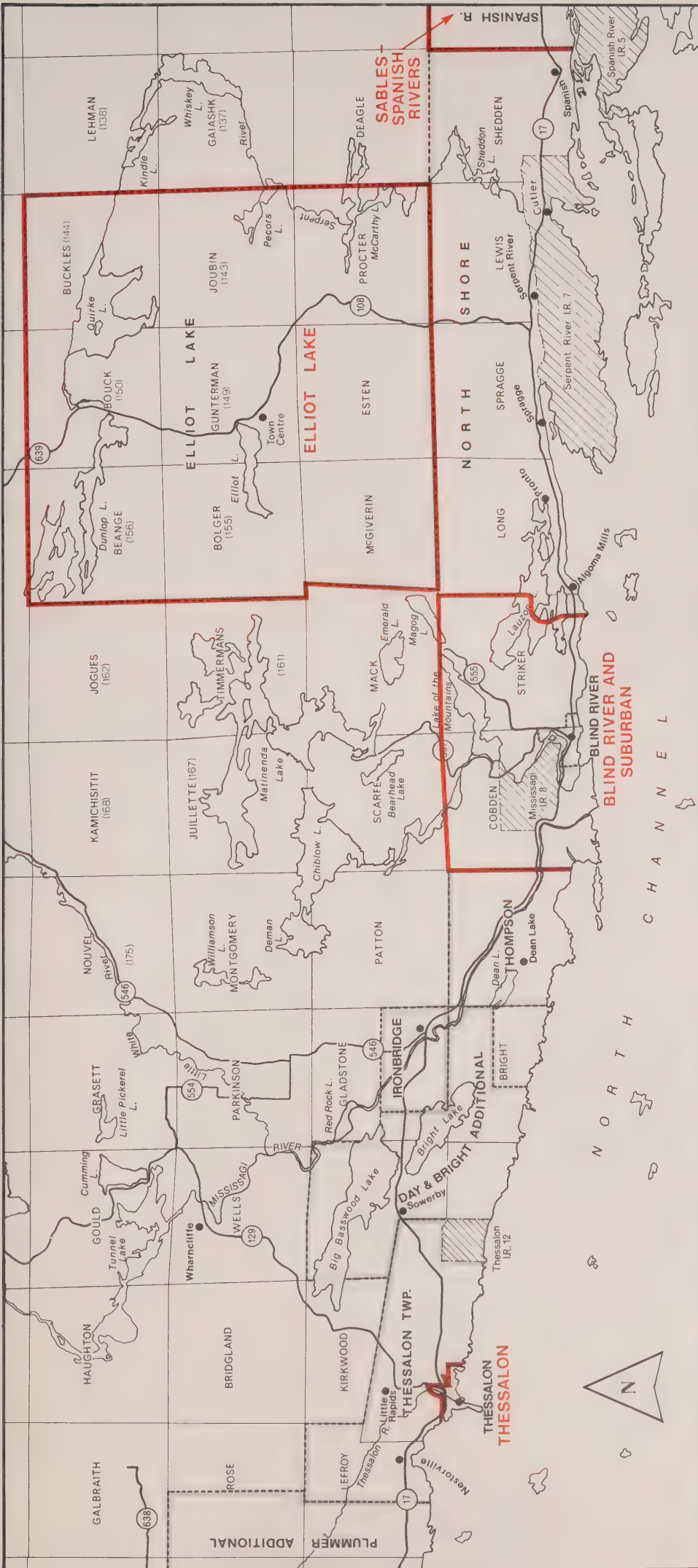
- Permanent Residential
- Seasonal Residential
- Agricultural and Residential
- Commercial / Institutional



Scale in Miles
 1 0 1 2 3

BLIND RIVER AREA Local Government Study

PRESENT LAND USE



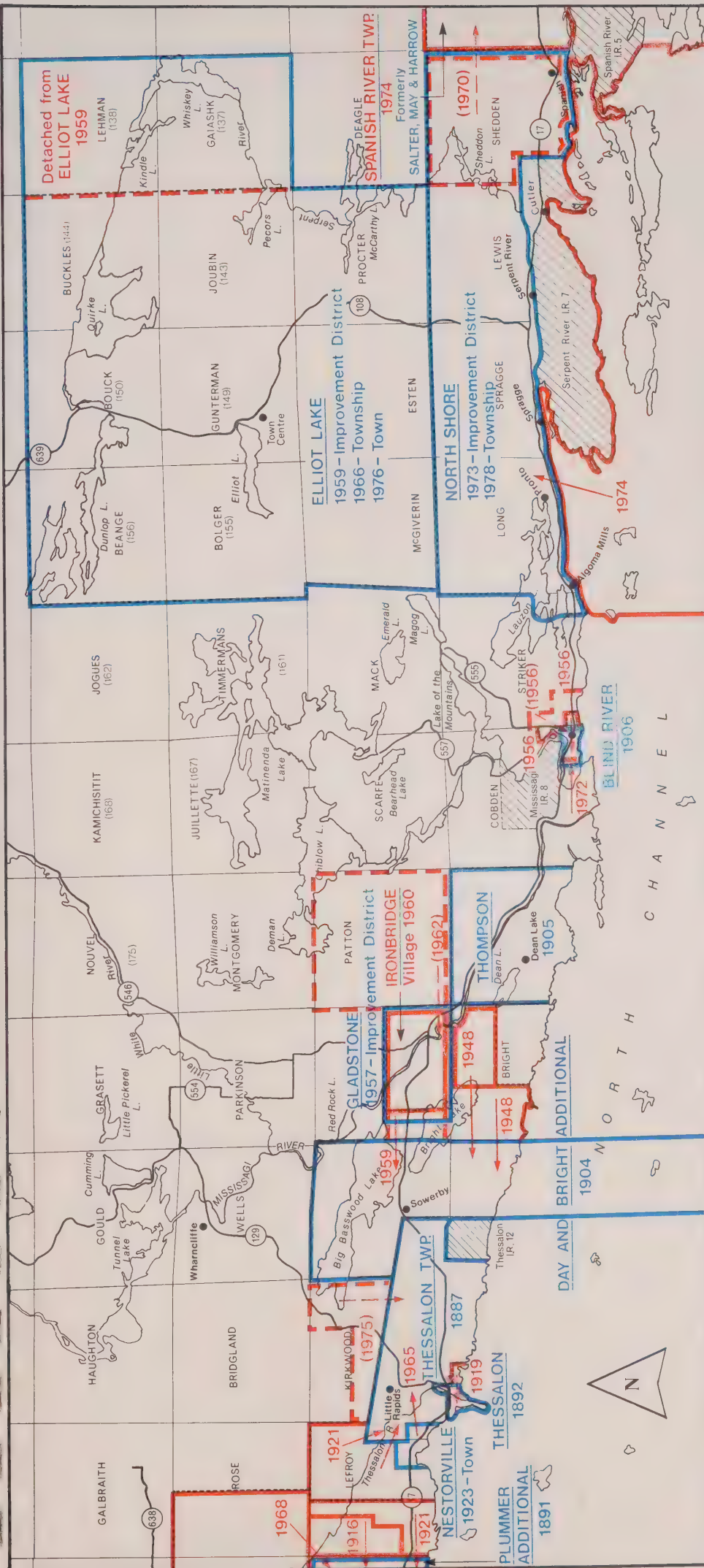
BLIND RIVER AREA Local Government Study

PLANNING AREAS

- LEGEND
- Municipal Boundary
- Geographic Township Boundary
- Hamlet or Urban Centre



Planning Area Boundary



BLIND RIVER AREA

Local Government Study

MUNICIPAL BOUNDARY HISTORY

Municipal Incorporations	
Name and Date	Boundary
DAY 1904	1904
1959	1959
(1959)	(1959)
1948	1948
1948	1948
1904	1904
1905	1905
1906	1906
1919	1919
1921	1921
1923	1923
1948	1948
1956	1956
1959	1959
1960	1960
1965	1965
1968	1968
1972	1972
1974	1974
1976	1976

LEGEND

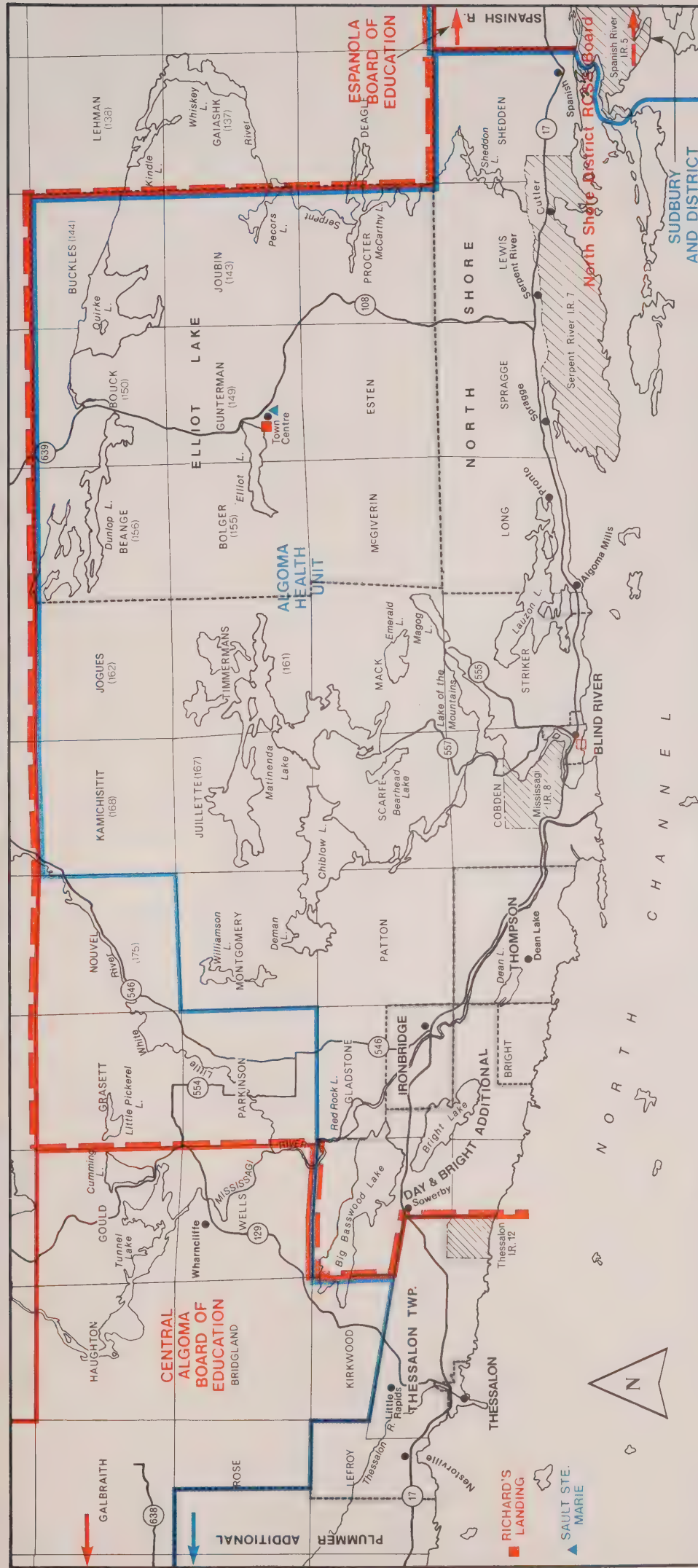
- Municipal Boundary
- Geographic Township Boundary
- Hamlet or Urban Centre

BOUNDARY CHANGES

- Approved
- Refused
- Annexation of unorganized territory (arrow shows direction of expansion)
- Application to OMB refused
- Present Municipal Names (underlined)

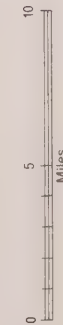
Scale

0 5 10 Miles



LEGEND

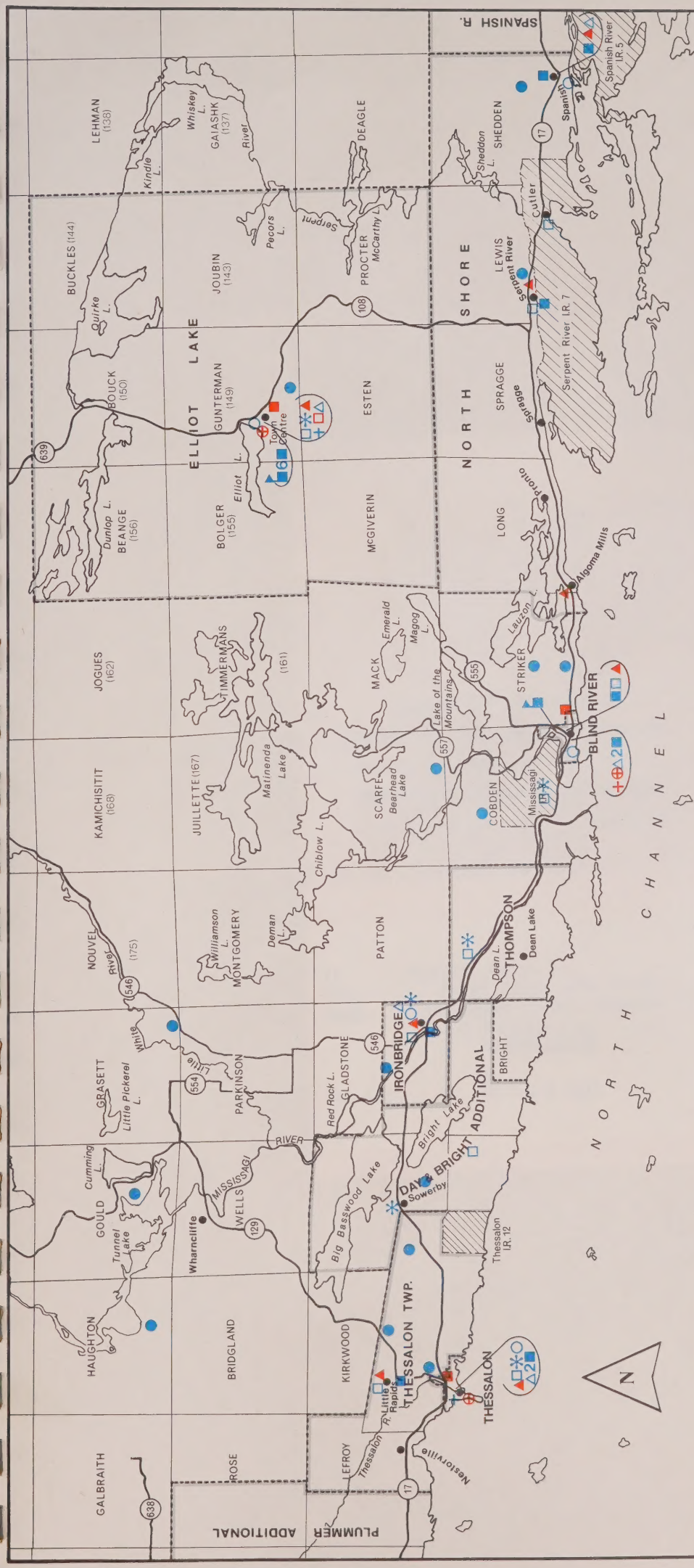
- - - - - Municipal Boundary
 _____ Geographic Township Boundary
 ● Hamlet or Urban Centre



BLIND RIVER AREA Local Government Study

- | Name of Board | Board of Education | District RCSS Board | District Health Unit |
|---------------|--------------------|---------------------|----------------------|
| | NORTH SHORE | North Shore | ALGOMA |

SELECTED AREA-WIDE BODIES



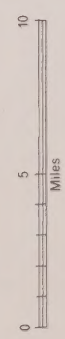
BLIND RIVER AREA

Local Government Study

COMMUNITY FACILITIES

- ▲ Fire Station
- ◻ Local Police
- ◻ OPP
- ⊕ Hospital
- + Medical Centre
- + Home for the Aged or Nursing Home
- ◻ Municipal Office/Yard
- △ Public Library
- Arena
- ★ Community Centre
- Garbage Dump
- Elementary School
- Secondary School

- Municipal Boundary
- Geographic Township Boundary
- Hamlet or Urban Centre



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government study, interim
report

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